REPORT RESUMES

ED 020 207 UD 000 772

REPORT OF THE SPECIAL COMMITTEE ON NONDISCRIMINATION.
PHILADELPHIA BOARD OF PUBLIC EDUCATION, PA.

PUB DATE 23 JUL 64

EDRS PRICE MF-$1.00 HC-$8.56 212P.

DESCRIPTORS- *BOARD OF EDUCATION POLICY, *SCHOOL INTEGRATION, *EDUCATIONAL FACILITIES, *TEACHER EDUCATION, *CURRICULUM, PUBLIC SCHOOLS, SCHOOL IMPROVEMENT, EDUCATIONAL IMPROVEMENT, RACIAL COMPOSITION, EDUCATIONAL EQUALITY, PERSONNEL POLICY, NEGROES, PUERTO RICANS, CITY DEMOGRAPHY, ADVISORY COMMITTEES, SCHOOL ORGANIZATION, DATA, MINORITY GROUPS, RACE RELATIONS, PHILADELPHIA, PENNSYLVANIA

THIS REPORT STEMS FROM AN EXTENSIVE INVESTIGATION OF EDUCATIONAL FACILITIES AND PRACTICES IN THE PHILADELPHIA PUBLIC SCHOOLS. ONE INVESTIGATING COMMITTEE CONSISTED OF COMMUNITY LEADERS, MEMBERS OF THE BOARD OF EDUCATION, AND SCHOOL PERSONNEL. THE FIRST SECTION OF THE REPORT DESCRIBES THE BOARD OF EDUCATION'S INTEGRATION POLICY AND CONTAINS BACKGROUND MATERIAL ON THE RACIAL COMPOSITION OF THE SCHOOLS. THE REMAINING SECTIONS CONSIST OF SEPARATE SUBCOMMITTEE REPORTS ON (1) SITES, BUILDINGS, AND FACILITIES, (2) CURRICULUM, AND (3) TEACHER TRAINING AND PERSONNEL PRACTICES. A CONCLUDING STATEMENT REITERATES THE NEED FOR INTEGRATION WITHIN A FRAMEWORK OF EDUCATIONAL IMPROVEMENT AND RECOMMENDS THE ESTABLISHMENT OF A DEPARTMENT OF INTERGROUP RELATIONS AND INTEGRATION AND A CITIZENS ADVISORY COMMITTEE ON INTEGRATION. (LB)

INFORMATION RETRIEVAL CENTER ON THE DISADVANTAGED
Ferkauf Graduate School of Education, Yeshiva University

(R44) IV
T8,734
00772

F5103957
00772

ED020207

REPORT
OF
THE SPECIAL COMMITTEE ON NONDISCRIMINATION
OF
THE BOARD OF PUBLIC EDUCATION
OF
PHILADELPHIA, PENNSYLVANIA

Fc

111

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

UD 000 772

SUBMITTED TO THE BOARD OF PUBLIC EDUCATION

July 23, 1964

ERRATA

Preface iii, last word, first line, read: aspects instead of aspect

Page 19, footnote 2, line 5, read: provisional instead of professional

Page 28, omit first word of the last paragraph

Page 30, line 6, first word, read: where instead of were

Page 59, line 6, use correct spelling: neighborhood

THE BOARD OF PUBLIC EDUCATION

SCHOOL DISTRICT OF PHILADELPHIA

J. Harry LaBrum, President
Mrs. John F. Lewis, Vice President

F. Bruce Baldwin, Jr., Ph.D.
Frederic H. Barth, Sc.D.
Joseph G. Feldman
William Goldman
Mrs. Albert M. Greenfield
Mrs. John B. Kelly
Harry G. Kuch
P. F. Lucchesi, M.D.
Joseph A. McDonough
Ralph W. Pitman
E. Washington Rhodes
Alvin A. Swenson
Robert W. Williams, Jr.

Superintendent of Schools
Allen H. Wetter

Secretary and Business Manager
Edward B. Soken

LETTER OF TRANSMITTAL

To J. Harry LaBrum, Esq.

President, Philadelphia Board of Public Education

My dear Mr. LaBrum,

The Special Committee on Nondiscrimination herewith transmits the results of its study in fulfillment of the charge made to it "to formulate for consideration of the Board a statement of policy as well as guidelines for the development of programs in the areas concerned with integration".

The Board of Public Education on June 25, 1963, at the recommendation of the Committee, expanded its 1959 policy of nondiscrimination to "state explicitly that integration of both pupils and staff shall be the policy of The Board of Public Education". As part of the same resolution, the Committee was also "instructed to conduct its study and to report the facts with recommendations for such other or further action that may be necessary or advisable in fostering integration of pupils, teachers and staff".

The Committee has attempted to follow these instructions. Separate recommendations as they were ready have been brought to the Board at intervals during the past twelve months and have been adopted.

The report now offered includes numerous other recommendations concerning curriculum, personnel, and school facilities which if implemented promptly the Committee believes would increase at once the degree of integration in the public schools and raise measurably the quality of educational achievement in the areas of most need.

There are other recommendations no less essential which will take a longer time to achieve. These are based on new concepts of school organization, school buildings, and curriculum and can only be realized at an increased financial cost to the community. The Committee however believes these recommendations to be the heart of the program it is offering and of the utmost importance in achieving integration in the schools and in raising all the public schools of Philadelphia to a standard of general excellence.

Respectfully submitted,

ADA H. H. LEWIS,

ELIZABETH M. GREENFIELD, and

ROBERT W. WILLIAMS, JR., ESQ.

(For the Committee)

DRAFTING COMMITTEE

Mrs. John F. Lewis
Mrs. Albert M. Greenfield
Robert W. Williams, Jr., Esq.

Mrs. Joseph Ewing) Subcommittee on Teacher Training and Personnel
Dr. Murray Friedman)

Mr. Maurice B. Fagan) Subcommittee on Curriculum
Mrs. Joseph Williams)

Mr. Graham Finney) Subcommittee on Sites
Reverend Henry Nichols)

Mr. David A. Horowitz
Mr. Louis R. Ballen

TABLE OF CONTENTS

Page

Preface i

SECTION I - COMMITMENT OF THE BOARD OF PUBLIC EDUCATION TO POLICY OF FOSTERING INTEGRATION 1

I. Charge to the Committee, February 6, 1963 1

II. Analysis of the Philadelphia Public Schools in Racial Composition 2

- A. Percentage of Negro Pupils 2
- B. Puerto Rican Pupils 2
- C. Distribution of Negro Professional Personnel 3

III. Policy of Nondiscrimination

- A. Intergroup Relations Programs 5
- B. Statement of Policy on Nondiscrimination - 1959 6
- C. Integrated Programs and Services in the Schools 6

IV. Appointment of Board of Public Education Committee to Review Policy of Nondiscrimination.................... 8

- A. Conditions in Overcrowded Schools in 1963 7
- B. Protests at Public Hearings on School Budget 7
- C. Appointment of Board of Public Education Committee, February 1963 8

V. Research Data Collected 8

- A. Summary of School System Data 9
  - 1. Facilities, Including Size of School, Age, Overcrowding, Class Size, Part Time 11
  - 2. Transfers and Busing of Pupils 11
  - 3. Enrollment of Pupils in Junior and Senior High School Courses 12
  - 4. Achievement, Intelligence Quotient, and Dropout Rates 16

Page

5. Teaching Staff 19

6. Textbooks and Equipment.............................. 22

B. Socioeconomic Data of Six Selected Areas in Philadelphia 22

VI. Present Programs Including Schools in Great Cities School Improvement Program 28

VII. Public Views Solicited, March - April 1963 29

A. List of Organizations Appearing 29

B. Summary of Recommendations 30

VIII. Expansion of Nondiscrimination Committee 32

A. Advisory to The Board of Public Education - June 1963 33

IX. Organization of Expanded Committee 33

A. Steering Committee 33

B. Major Subcommittees 34

1. Sites, Buildings and Facilities 34

2. Curriculum 34

3. Teacher Training and Personnel 34

X. New Policy of Board on Integration - June 25, 1963 35

XI. Implementation Plan Adopted - August 20, 1963 36

XII. Supplement to Implementation Plan 40

A. Stop on Teaching Assignments and Transfers Except to Schools Having More Than 10% Vacancies - September 25, 1963 40

B. Review of School Boundaries - September 25, 1963 40

XIII. Resolution of Board Defining Relationship of Nondiscrimination Committee to Comprehensive Survey - August 20, 1963 40

XIV. Policy on Apprentice Classes - August 20, 1963 42

XV. Resolution of Board Establishing Principle of Compensatory Education - August 20, 1963 43

Page

XVI. Supporting Policies for Implementation Plan - January 7, 1964 44

XVII. Boundary Changes and Busing: To be Effective September 1964 46

SECTION II. REPORT OF THE SUBCOMMITTEE ON SITES, BUILDINGS AND FACILITIES

I. Introduction 48

II. Summary of Recommendations 49

III. Description of Announced Changes Regarding Boundaries and Pupil Transfers 52

A. Objectives 52

B. Description 53

C. Bases for Enactment of Steps 57

D. Budgetary Impact 58

IV. Recommendations as to Immediate Steps in an Integration Program 59

A. Role of the Neighborhood School 59

B. Boundary Changes and Pupil Transfers 60

C. Princeton Plan 62

D. Reverse Busing 63

E. Secondary School Feeder System 63

F. Recommendations for Immediate Action 64

V. Planning the Schools of the Future 66

A. Comprehensive Plan for School Construction 66

B. New Forms of School Organization 68

1. K-4-4-4 69

2. Educational Parks 69

3. Pre-School Training 70

4. Administrative Decentralization 71

Page

C. Capital Programing 71

D. Urban Renewal and the Schools 72

VI. Administrative Recommendations 75

SECTION III. REPORT OF THE SUBCOMMITTEE ON CURRICULUM 77

I. Goals of the Subcommittee 77

II. Greatest Needs Emphasized 77

III. First Recommendation to The Board of Public Education 78

IV. Present Programs Reviewed 79

V. New Concepts Explored 83

VI. Second Recommendation to The Board of Public Education 85

VII. Inauguration of Educational Improvement Program (EIP) 87

VIII. Task Forces Appointed for Elementary, Junior High and Senior High School Studies 89

IX. Programs Recommended by Committee on Nondiscrimination That Will Be Initiated by the School System in September 1964 91

A. Programs for Elementary Schools 91

B. Programs for Junior High Schools............................ 94

C. Programs for Senior High Schools 97

X. Proposal for the Establishment of a Division of Integration and Intergroup Relations 103,132

XI. Programs Recommended by Subcommittee on Curriculum For Which New Funds Must Be Provided in 1965 100,133

A. Costs of the Recommendations 100,133

B. Recommended Programs for Both Elementary and Secondary Schools 104,134

C. Recommended Programs for Elementary Schools 109,135

D. Recommended Programs for Secondary Schools 116,136

Page

XII. Looking Ahead - Additional Proposals 120,137

XIII. Summary of Committee Recommendations 128

XIV. Listing of Programs Under Way 131

XV. Listing of Proposed Programs for 1965 134

XVI. Listing of Additional Proposed Programs 137

XVII. Committee Membership 138

XVIII. List of Meeting Dates 139

SECTION IV. REPORT OF THE SUBCOMMITTEE ON TEACHER TRAINING AND PERSONNEL

I. Summary of Recommendations With Note of Implementing Actions 140

II. Areas of Concern 144

- A. Examinations 144
- B. Recruitment 144
- C. Assignment of Teachers 144

III. Policy Authorizing Establishment of a Central Personnel Department - January 7, 1964 146

- A. Appointment of New Personnel Officer 147

IV. Report of Special Committee on Recruitment 147

- A. Recommendation for Personnel Department 147
- B. Recommendation for Full Time Recruitment Staff 147
- C. Recruitment Activities School Year 1963-64 148
- D. Vacancies in Instructional Positions 149
- E. Need for Change in Examination Procedures 149

V. Recommendations of Special Committee on Examinations 149

- A. Study of Present Examination Procedures 150
- B. Rate of Failure in Examinations 151

Page

C. Selection Techniques in Other Cities 152

D. Provisional Appointments Approved by Board of Public Education - June 9, 1964 152

E. Other Changes in Examination Procedures Approved for Administrative Implementation - June 9, 1964 153

VI. Recommendations of Ad Hoc Committee on Substitute Teaching Service 154

A. Approved for Administrative Implementation - May 12, 1964 154

B. Use of Fingerprinting - Adopted by Board of Public Education - July 14, 1964 155

VII. Sources of Teacher Supply, Recruitment Report 155

A. Intern Program 155

B. Peace Corps Returnees 156

C. Student Teaching Program 156

D. Special Groups 157

1. College Trained Mothers for Part-Time Teaching 157

2. Tutorial Volunteer Program Students 157

VIII. Supervisory Teachers for Newly Appointed Teachers 156

IX. Development Course in Teacher Training Institutions on Teaching in Urban Schools 157

X. Credit in Salary Schedule for Prior Experience 158

A. Present Practice 158

B. Recommendation to Liberalize Terms 158

XI. Assignment of Teachers 158

A. Objectives 158

B. Present Assignment Practices 159

1. Present Amount of Staff Integration 159

2. Concentration of Negro Staff in Predominantly Negro Schools 159

3. Distribution of Negro Supervisory Personnel 160

Page

C. Recommendation to Notify All Personnel of Vacancies in Appointive Positions 161

  1. Superintendent's Letter - December 1963 161

D. Extension of Qualifying Examinations to New Classes of Supervisory Positions 161

  1. Study of Practices in Other Cities 162

  2. Recommendations of Special Committee on Examinations 163

  3. Approved by Board of Public Education for Administrative Implementation June 9, 1964 163

E. Appointment of Negro Personnel to Supervisory Positions 163

  1. Provisional Appointments: September 1963 163

  2. Permanent Appointments Since September 1963 164

F. Assignment and Transfer of Principals 164

  1. Transfer of 2 Negro Principals September 1964 164

  2. Conference of Superintendent With Representatives of Philadelphia Principals Association 165

G. Seniority Transfer Privilege of Teachers.............. 165

  1. Description of Seniority Privilege 165

  2. Summary of Transfers - Elementary Schools - July 1961-July 1963 166

  3. Effect of Transfer Privilege on Overcrowded Schools 167

  4. Present Administrative Order Preventing Transfer from Any School Having over 10% Vacancies - October 1963 168

H. Assignment of Teachers to Schools Having More than 10% Vacancies 168

I. Teacher Exchange 169

  1. Special Committee on Assignment of Teachers 169

    a. Transfer Practices in Other Cities 169

    b. Proposal for Voluntary Teacher Exchange Program 169

Page

2. Recommendation by Nondiscrimination Committee that Voluntary Plan Be Tried Out for Two Years and Evaluated 170

3. Principles for Voluntary Exchange Program Agreed Upon by Special Task Force 170

J. Summary of Section III 171

SECTION V. CONCLUSION 178

I. Belief in Principle of Integration in Public Schools...... 178

II. Value to All Students - White and Negro 178

III. Need for Community to Accept Pattern of Integration 179

IV. Need to Improve Levels of Educational Achievement 179

V. K-4-4-4 PLAN OF SCHOOL ORGANIZATION 180

A. Description of Plan 180

B. Educational Basis of K-4-4-4 Plan 181

C. Effect of New Schools in Holding City Population 181

VI. Other Steps to be Taken Immediately 182

A. For School Plant 182

B. For Curriculum 182

C. For Staff Integration 182

VII. Recommendation of Committees for Division of Intergroup Relations 183

VIII. Recommendation for Citizens Advisory Committee on Integration 184

A. Membership 184

B. Structure 184

C. Value 185

IX. Need for Wider Based Financing of Public Schools 185

X. Importance of Integration to Nation 186

PREFACE

The following report of the Special Committee on Nondiscrimination of The Philadelphia Board of Public Education has several different components.

It is a description of an experiment in using community leaders as members of an inclusive committee with members of the Board of Education and members of the staff of the school system, all working together in close conjunction. The report as completed is the work of this enlarged Advisory Committee to the Board of Education.

The first section of the report is also a chronological account of the commitment of the Board of Education to a positive policy of fostering integration in the public schools. This section includes the policies passed by the Board of Education and the administrative actions for implementation. It also contains background material for the better understanding of the racial composition of the schools.

There were three major subcommittees of the Nondiscrimination Committee, each under the chairmanship of a member of the Board of Education: Committee I - Sites, Buildings and Facilities (dealing with the School Plant); Committee II - Curriculum; Committee III - Teacher Training, Recruitment and Assignment. Each subcommittee composed of its own report, which was then reviewed by the Drafting Committee and approved by the general Nondiscrimination Committee. Each subcommittee report appears as a separate section, with a list of its recommendations.

The areas of concern of the three subcommittees were interlocking. Consequently the material used in each section is somewhat repetitive although considered from different angles. Recommendations also are often overlapping and sometimes appear in only slightly varying forms in the separate sections. The drafting committee decided that this repetition lent strength to the report in that it demonstrated that the same solutions were recommended after consideration of different aspects of the problem.

The conclusion of the report again asserts the need of achieving integration in the public schools within a framework of educational improvement and lists the steps that have been taken to begin work toward the goal as well as those that lie in the immediate future and those that will take longer to realize. As its final recommendation and basic to the success of the program of integration the report discusses the establishment of a department in the school system of Intergroup Relations and Integration and of a Citizens Advisory Committee on Integration.

The work of the Committee on Nondiscrimination was undertaken as a result of repeated presentations from various school and community representatives at the Budget Hearings in the fall of 1962. These complaints charged overcrowding and lack of facilities coupled with teacher shortages and poor achievement in certain of the schools in sections of the city with predominantly Negro population.

In 1962 other forces in the city also were voicing discontent with the general quality of the public schools. There were also objections to the strong influence over the educational department exerted by the Secretary and Business Manager and criticism of the Board of Education for not obtaining adequate tax sources from the Pennsylvania legislature for the needs of the schools.

Under the leadership of the recently elected President, J. Harry LaBrum, Esq., the Board of Education moved simultaneously on several fronts to meet the criticism of the community with positive constructive action.

The sudden death of the Secretary and Business Manager of the Board in the summer of 1962 underscored the necessity of making a survey of the business department. This task was assigned to the firm of Worden and Risberg and its recommendations for modernization are in the process of being implemented.

A separate report of a Proposed Job Evaluation Plan of all classified positions in the school system, in both the instructional and business departments, has been completed by Dr. Edward B. Shils (June 1964).

Previous to the Worden and Risberg study the dual system of organization in which the Superintendent and the Secretary and Business Manager were of equal authority had been changed by action of the Board of Education to a unit control type in which the Superintendent is the chief executive of the School System.

In 1963 the Board of Education authorized a Comprehensive Survey to be made of the school system by Dr. William R. Odell of the School of Education, Stanford University and his associates. The Comprehensive Survey is still in progress and will be completed as of February 1965. Certain recommendations by Dr. Odell have, however, already been approved and implemented. The budgetary and fiscal aspect of the public school system are now centered in the office of a Finance Director responsible to the Superintendent of Schools in accordance with the unit control organization. A Personnel Office has also been newly established.

The intensive study which is being conducted by Dr. Odell and his staff in many areas of the school system permitted the Committee on Nondiscrimination to focus its research and exploration on the collection of racial data and the total range of racial problems in the schools. A policy of the Board of Education instructed the Nondiscrimination Committee to work closely with Dr. Odell and the Survey specialists. Many of the recommendations which the Survey will make will also strengthen the recommendations of the Nondiscrimination Committee for fostering integration.

Dr. Odell states that Survey recommendations in the following areas will be pertinent:

1. Instructional Materials
2. Curriculum Development
3. Personnel
4. Attendance Boundaries
5. Community Relations
6. Evaluation of Instruction
7. Administrative Organization[1]

The members of the Nondiscrimination Committee including everyone totaled approximately 100 persons and the meetings absorbed many hours of time. Many members, both professional and volunteers, spent additional hours in research, checking, planning, and writing special reports.

One of the interesting and encouraging side results of the combined work of community members with staff and Board members has been the increased understanding and respect developed for one another's point of view. It was a new way for the school system to work on a project and it was not all smooth sailing. New

---

1. Memorandum from Dr. William R. Odell
to Chairman of Nondiscrimination Committee - July 7, 1964

procedures were often needed and the chairman often resorted to frank improvisation. At one point, because of differing views, four valuable community members resigned. Other able people replaced them. A new subchairman took over the thorny problems of the Sites, Buildings and Facilities Committee where the difficulties had centered and the work went on. Committee meetings were often prolonged while strong and sometimes opposing views on how to achieve integration were expressed and recommendations were hammered out.

The entire committee is in general agreement with the recommendations reached in the report. In a committee of about 100 individuals, however, it is unavoidable that some minority opinion should develop. If any member wishes to record a minority opinion on any specific recommendation it will be included when the report is published in the autumn.

As the months passed, the Committee like "The Ship that Found Itself" began to pull together. Certain definite measures to correct some of the worst conditions in the predominantly Negro schools were recommended to the Board of Education and put into effect. Plans took shape for future recommendations that would help integration.

Reports from other cities studying like problems began to be published and the Nondiscrimination Committee had the benefit of the thinking contained in them. The Allen Report[1] developing the K-4-4-4 Plan was particularly helpful. The policy guidelines of the Pennsylvania Human Relations Commission[2] appeared in May 1964. The approach to integration outlined by the Commission is very close to that of the Philadelphia Nondiscrimination Committee. To quote from the Commission, "The purpose of desegregation and improved quality education are interdependent and must be pursued simultaneously. Efforts to achieve integration should never be conducted so as to diminish the quality of education."

---

1. Report of the Advisory Committee to the State Education Commission of New York
2. Pennsylvania Human Relations Commission - Policy Guidelines for Fuller Integration - May 26, 1962

The two subchairmen, Mrs. Albert M. Greenfield and Robert W. Williams, Jr., Esq., not only took complete responsibility for the work of their individual committees but were also invaluable to the general chairman in the Steering Committee planning and in helping to formulate policies to be brought to the Board of Education for adoption. Without them and without the tireless, unflagging help of the Associate Superintendent in charge of School-Community Relations, Mr. David A. Horowitz, and the Coordinator for Human Relations, Mr. Louis R. Ballen, this report could not have been writeen.

A great many other people also helped. The Superintendent, Dr. Allen H. Wetter, and his staff at all levels made information on school operations freely available. As policies were adopted by the Board of Education, the Superintendent and his staff immediately put them into effect, although often this meant long hours of added work and consultation.

The Committee members, too, were faithful in attendance and responsible in executing special assignments.

It is now my privilege as chairman to thank all these people who contributed to the completion of the Committee's task. If the report in its recommendations provides the Board of Education with a workable plan to move toward and eventually achieve integration in the public schools of Philadelphia the time and effort will have been well spent.

Ada H. H. Lewis

Mrs. John F. Lewis
Vice-President
The Board of Public Education
Chairman
Special Committee on Nondiscrimination

SECTION I

COMMITMENT OF THE BOARD OF PUBLIC EDUCATION TO THE POLICY OF FOSTERING INTEGRATION

REPORT OF THE SPECIAL COMMITTEE ON NONDISCRIMINATION OF THE PHILADELPHIA BOARD OF PUBLIC EDUCATION

SECTION I

COMMITMENT OF THE BOARD OF PUBLIC EDUCATION TO POLICY OF FOSTERING INTEGRATION

APPOINTMENT OF BOARD COMMITTEE TO REVIEW POLICY ON NONDISCRIMINATION

On February 6, 1963, the president of The Board of Public Education appointed a special committee to review the Board's policy on nondiscrimination. The charge to the committee stated: "...It shall be the responsibility of this special committee, after appropriate consultation, to formulate for the consideration of the Board a statement of policy, as well as guidelines for the development of programs in the areas concerned with integration."

The situation which led to the appointment of the committee was a complex one, characteristic of the problems affecting large city school systems throughout the United States.

BACKGROUND Philadelphia is a city of approximately two million people. Approximately 250,000 pupils were enrolled in the 252 public schools in June 1963.

TABLE I

NUMBER OF SCHOOLS AND POPULATION

SCHOOLS	NUMBER	NUMBER OF PUPILS
Elementary	199	151,588
Junior High	31	48,089
Senior High	19	43,248
Technical High	3	4,662
TOTAL	252	247,587

RACIAL COMPOSITION OF PUPILS The percentage of Negro pupils has risen rapidly in the last seven years.

TABLE II

PERCENTAGE OF NEGRO PUPILS

	1957	1958	1959	1960	1963	1964
Elementary	45	47	49	51	56	57
Junior High	39	41	42	45	54	56
Senior High	30	30	31	32	36	38
Technical High	34	37	40	43	46	49
Over-all	41	43	45	47	52	53

From Table II it can be seen that the non-white population in the Philadelphia Public Schools is now 53%, and it is expected to increase until about 1980 at which time a leveling off will begin. The percentage of school population of Negroes is greater than the percentage of the over-all population of Negroes in Philadelphia. The 1950 census figures for Philadelphia show 18.2% non-white; the 1960 figure is 26.7% and the figure for June 1964 is approximately 29%. The 1980 population projection is that the non-white percentage will be about 45% of the total population.

The racial composition of the school population as of June 1963 was as follows: White including Puerto Ricans and others - 47%; Negro - 53%.

The Puerto Ricans are classified in the census figures in Philadelphia as white. They are relatively few in numbers - .08% of the entire school population. They present the usual problems in assimilation of an immigrant group handicapped by both language difficulty and color variation. The school system has given the Puerto Rican pupils certain special aids including the use of Spanish-speaking teachers and school-community coordinators in schools where we have a considerable number of Puerto Rican children. There should be further study of the special needs of this group but this report does not include such a study. Many of the recommendations, particularly those in the section on curriculum, will help the newly arrived Puerto Ricans along with other pupils in the school system.

There are three main reasons why the attendance of Negroes in the public schools is so much larger than the percentage of Negroes in the population:

1. There is a larger percentage of white adults past the child-bearing years in the city than there are Negro adults in the same category.
2. The birth rate of the Negroes is greater than that of the whites.
3. White parents are using the parochial and independent schools to an ever-increasing extent. In June of 1963, there were 247,587 pupils in the public schools; 128,000 were non-white (52%). In the parochial schools in June of 1963, there were 147,283 children in attendance, of whom approximately 10% were non-white. The independent, non-parochial schools have perhaps a school population of 15,000, including a scattering of non-white children.

From Table II it is evident that the percentage of Negro pupils in the Philadelphia Public Schools increased. The percentage of Negro professional personnel also increased in the same period. Approximately 30% of the teaching staff are now Negro. It should be noted that as of June 1964, the Philadelphia Public Schools had integrated two-thirds of the professional staffs of the elementary schools, all but two of the professional staffs of the junior high schools, and 100% of the professional staffs of the senior and technical high schools.[1]

DISTRIBUTION OF NEGRO PROFESSIONAL PERSONNEL

In the four and a half years between October 1959 and June 1964, 19 elementary, 2 junior high, and 4 senior high schools received Negro professional personnel for the first time. This left 68 elementary and 2 junior high schools as the remaining schools out of 252 schools with entirely white professional personnel.

---

[1] See Table III.

By June 1964, only 7 elementary schools had entirely Negro faculties; 124 had both races represented on the staff. All the senior and technical high schools and all but two of the junior high schools had both white and Negro professional personnel.

TABLE III

* PERCENTAGE OF SCHOOLS WITH INTEGRATED PROFESSIONAL PERSONNEL

SCHOOLS	OCTOBER 1959	JUNE 1964
Elementary	56%	62%
Junior High	85%	93%
Senior High	78%	100%
Technical High	100%	100%

TABLE IV

* NUMBER OF SCHOOLS WITH NO WHITE PROFESSIONAL PERSONNEL

SCHOOLS	OCTOBER 1959	JUNE 1964
Elementary	9	7
Junior High	0	0
Senior High	0	0
Technical High	0	0

TABLE V

* NUMBER OF SCHOOLS WITH NO NEGRO PROFESSIONAL PERSONNEL

SCHOOLS	OCTOBER 1959	JUNE 1964
Elementary	87	68
Junior High	4	2
Senior High	4	0
Technical High	0	0

* Includes teachers and administrators

Table IV gives the number of schools with no white personnel as of June 1964.

Table V shows the number of schools with no Negro personnel as of June 1964.

CURRENT PROGRAM OF INTERGROUP RELATIONS

For more than 20 years the School District of Philadelphia has pioneered in the development of good human relations. Seminars for professional staff have been conducted continuously, beginning with a study of the nature of prejudice and now concerned with practices in intergroup education. Revisions of courses and guides used in the schools today bear evidence of the constructive work which curriculum planning committees give to human relations. In the guide "Social Studies in the Elementary Schools - September 1956" the first objective mentioned reflects the Philadelphia School System's attitude toward human relations education. "The Ability to Get Along With Other People" is implemented at all grade levels with several suggested units of study. At the secondary school level the "American History and Government Course of Study - September 1954" offers topics such as: "Maintenance of Good Intercultural Relations," "The Importance of Our Basic Human Rights," and "The Role of Government in Maintaining and Increasing Human Rights."

Close working relations have been established and maintained with organizations interested in intergroup relations and integration. Activities have been conducted involving pupils and teachers, principals and administrators co-sponsored jointly by the School District and such organizations as the Anti-Defamation League of B'nai B'rith, the Committee on Race Relations of the Society of Friends, the Fellowship Commission, Fellowship House, the Jewish Community Relations Council, the National Conference of Christians and Jews, and the Urban League.

The staff of the School-Community Relations Office and of the Curriculum Office cooperated fully with the Pennsylvania Department of Public Instruction in the development and use of the recently published guide "Our Greatest Challenge - Human Relations." The Schools Committee for Human Relations, consisting of principal representatives from the eight school districts presented this guide and a study plan for the guide to their respective district staffs.

1959 POLICY ON NONDISCRIMINATION

Five years ago, in 1959, at the urging of the Educational Equality League and other organizations, the Board of Public Education stated its firm belief in a policy of nondiscrimination:

> WHEREAS, The Board of Public Education seeks to provide the best education possible for all children; and
>
> WHEREAS, the Educational Equality League and other organizations have requested the adoption of written policies for full interracial integration of pupils and teachers:
>
> BE IT RESOLVED, that the official policy of The Board of Public Education, School District of Philadelphia, continues to be that there shall be no discrimination because of race, color, religion or national origin in the placement, instruction and guidance of pupils; the employment, assignment, training and promotion of personnel; the provision and maintenance of physical facilities, supplies and equipment, the development and implementation of the curriculum, including the activities program; and in all other matters relating to the administration and supervision of the public schools and all policies related thereto; and,
>
> BE IT FURTHER RESOLVED, that notice of this resolution be given to all personnel.

All programs and services of the schools in Philadelphia have always been open to all students without regard to race or religion. There is at present not a single facility or program offered in the schools that is not being used by Negro pupils. There has long been an open enrollment policy in Philadelphia which has permitted pupils to attend schools outside their school boundaries where there was room - approximately 15,000 students use this - 10,000 Negro and 5,000 white students.* Three accelerated schools have no boundaries but draw students of high ability and achievement from anywhere in the city. Forty percent of the students in the Masterman Laboratory and Demonstration School (4th to 9th grades) as of March 1964 were Negro. The all academic Philadelphia High School for Girls had 20% Negro students in attendance and the all academic boys Central High School had 7% Negro students in attendance.

---

* Survey - June 1961

The Music and Arts programs have been extended to include after-school and Saturday morning activities on a city-wide completely integrated basis. The athletic program is also integrated and includes games with neighboring teams from the parochial high schools.

ACTUAL SCHOOL SITUATION IN 1963

Despite the dimensions of the intergroup activities and the many areas of integrated curricular and extracurricular programs, and despite the intent of the 1959 policy to provide the best education possible for all children and to have no discrimination on racial grounds, the general situation in 1963 gave the school system and the community great concern.

The Philadelphia Public School System had been acutely aware for some time of the educational problems raised by the rapid increase in our minority population and their concentration in cramped city neighborhoods. The result, as far as the schools are concerned, has been massive overcrowding in these areas, particularly in the elementary and junior high schools; a large increase of school pupils with limited background, unused to urban living; a measurable drop in educational achievement within certain schools; administrative difficulty in the same schools in maintaining stable and experienced faculties. As a result of these rapid population changes, these schools also have become predominantly Negro in school attendance.

The public hearings on the 1963 budget and on the building program reflected the community's concern over overcrowded schools; de facto segregation; part-time classes; the large number of continuing teaching vacancies - all unsolved problems in the area of integration.

CREATION OF BOARD COMMITTEE ON NONDISCRIMINATION

This general acknowledgment on the part of both the Board of Education and the community that the situation needed study and action led, in February 1963, to the creation of the Board Committee with the unwieldy name of "Special Committee on Nondiscrimination of The Board of Public Education."

The Board of Education as a body has been involved in the passing of policies requested by the Committee. The Vice-President of the Board, Mrs. John F. Lewis, has served as chairman.

The following members of the Board served on the committee:

Dr. F. Bruce Baldwin, Jr.
Dr. Frederic H. Barth
Joseph Feldman, Esq.
Mrs. Albert M. Greenfield
Mrs. John B. Kelly
Mr. Harry G. Kuch
Mr. Joseph A. McDonough
Mr. Ralph W. Pitman
Mr. E. Washington Rhodes
Mr. Alvin A. Swenson
Robert W. Williams, Jr., Esq.

DATA SURVEY

SCHOOL DATA

Soon after the appointment of the Board Committee on Nondiscrimination it was determined that discussions be held between staff representatives of The Philadelphia Public Schools and the Commission on Human Relations on the possibility of collecting and summarizing school system data in order to know with some exactness the dimension of the problem in the schools as it affected the education of the Negro school population.

SOCIO-ECONOMIC DATA Much later in the committee deliberations, at the suggestion of the Curriculum Committee, socioeconomic characteristics of six areas of Philadelphia were compiled from the 1960 Census Tracts and other pertinent published data to give a realistic sampling of the various backgrounds from which the Philadelphia school children come.

SCHOOL SYSTEM DATA The school system data were collected and summarized under the following general categories:

1. Facilities, including age of school, overcrowding, part time and class size.
2. Transfers and busing.
3. Enrollment in junior and senior high school courses.
4. Achievement, intelligence quotients, and dropout rates.
5. Teaching Staffs.
6. Textbooks and equipment.

Though much of the substantive data now desired was in the Research Division of the central school administration, it was not broken down by race nor grouped under the special categories thought to be pertinent for the present review.

During the past 30 years racial designations have been gradually dropped from individual pupil records. At the present time we have no way of identifying individual pupils or teachers by race although we can determine the over-all racial composition of the pupils in any school by means of the head count on the June Monthly Report.

A questionnaire was prepared and sent to the principals of all schools with instructions that the information be supplied in the form requested including the racial designations for all categories. The information was collected in May of 1963, subsequently coded by the School-Community Relations Office and machine processed by the Commission on Human Relations at the expense of the school system. The summary was returned to the school system as its exclusive property.

All the schools[1] in the Philadelphia system were included in the Data Survey, classified under three headings:

A Schools - under 30% Negro enrollment (119 in this category)

B Schools - 70% or more Negro (102 in this category)

C Schools - from 30% to 69% Negro (42 in this category)

(Note - C class was added out of numerical order to complete the record of all schools.)

Each school retains a copy of its completed questionnaire. This data will be of continuing value in checking progress. The school data collected by no means provide a full-scale study in depth between the three classes of schools or the students in them and their achievements.

The data were collected in May of 1963 and in certain areas, particularly of overcrowding and part-time classes, are no longer exact. Nevertheless, it is impossible to avoid the conclusion from the information gathered that the B schools (those having 70% or more Negro students in attendance) were definitely inferior in all major categories to the A schools (under 30% Negro students in attendance) or in most instances to the C schools (from 30 to 69% Negro students in attendance).

This had happened without any deliberate intent of racial discrimination, but the effect on the quality of education afforded the children was undeniable and very much the concern and responsibility of The Board of Public Education and its administrative staff.

---

1. The A, B, and C schools total 263. Table I gives a total of 252 schools. The difference between these two figures is due to the inclusion of 14 annexes of elementary schools for the purpose of the Data Survey as independent organizations.

FACILITIES - INCLUDING SIZE OF SCHOOL, OVERCROWDING, PART TIME AND CLASS SIZE

Because they were in the older parts of the city, the median age of the school buildings of group B schools was slightly older - 42.5 years for B and C schools against 39.2 for A schools.

Because of the density of population in the neighborhoods, the B group schools also had, in May 1963, more part-time classes, the greatest overcrowding, the largest percentage of classes with 40 or more pupils.

	A	B	C
OVERCROWDING (10% above capacity)	5%	31%	12.5%
NUMBER OF PART-TIME CLASSES	0	74	12
MEDIAN CLASS SIZE	35.5 pupils	36.8 pupils	35.3 pupils
PERCENTAGE OF CLASSES WITH ENROLLMENTS OF MORE THAN 40 PUPILS	16.8%	23%	16.8%
PERCENTAGE OF CLASSES WITH ENROLLMENTS OF LESS THAN 30 PUPILS	16.2%	10.2%	12.9%

TRANSFERS AND BUSING

The material in this category is highly technical and difficult to summarize. In general it showed a high rate of mobility of school population, particularly in the B group of schools, (70% or more Negro students) with frequent transfers in and out of any particular school as the families moved.

Data from the Division of Educational Research state that 10% of all pupils changed residence one or more times during the 1963-64 school year. In an individual school the percentage of change could reach 100%; that is, a completely new student body between September and June.

An entirely different group of transfers represent those requested under the open-enrollment plan which allowed parents, at their expense for transportation, to send children to any school in the system which was not operating up to capacity. In 1961, 15,000 children went to schools out of their geographical school boundaries by this arrangement - 10,000 Negro and 5,000 white children.[1]

The busing program is equally difficult to summarize since busing is used for different purposes by the School District of Philadelphia. As of June 1963, 7,300 children who live in distant parts of the city where homes are far removed from the schools, where there are no pavements, and where road hazards are serious, were bused to elementary schools; 2,100 children were being bused to schools because of the reconstruction of obsolete buildings on the same sites; 1,275 children, handicapped in various ways, were being bused. In addition, a busing program to relieve overcrowding has been used for some time. When the data was compiled prior to the new city-wide review of all school boundaries, 2,500 children were bused from overcrowded to underutilized schools. The pupils were transported in classes at the 4th and 5th grade levels and were considered part of the organization of the school from which they were bused and to which they returned for the 6th grade. However, the children to be bused beginning September 1964 will be integrated into the receiving schools. The total number of children throughout the system who were being bused in June 1963 was approximately 13,000.

ENROLLMENT IN JUNIOR AND SENIOR HIGH SCHOOL COURSES

In May 1963, slightly more than one-half of the junior high school students were Negro (52.5%). Of the total number of students, both white and Negro, in the ninth grade (last year) of the junior high schools, 33% in the Academic Course were Negro; 64.6% in the Practical Arts Course were Negro; 60.3% of the Commercial Course (not College Preparatory) and 48.3% of Commercial and Language Course (College Preparatory) were Negro students. In numbers, 1,951 of the 8,668 Negro pupils enrolled in the ninth grade of the junior high schools were taking the Academic Course. Of the total number of 7,852 white students in the ninth grade of the junior high schools, 3,776 were enrolled in the Academic Course.

---

[1] 1961 Figures - Superintendent's Office

At the senior high school level, 33.3% of all students were Negro. The tabulation that follows was for all grades and all courses in the senior high schools in May 1963. The starred courses are College Preparatory. A study of the tabulation shows that College Preparatory and Commercial A, both high content courses, had 3,177 of the total 14,621 Negro students. The largest number of Negro students was enrolled in Commercial B and C - 4,209 - and represented 42.3% of the total students enrolled. These courses lead to positions of clerk and office worker below the grade of secretary. One thousand seven hundred sixty-five Negro students (72% of the total students) were in the Modified Course and 1,982 Negro students (56% of the total) in Trade Preparatory - both low content courses.

Following is a table showing all students enrolled in Junior and Senior High School Courses:

*ENROLLMENT IN JUNIOR AND SENIOR HIGH COURSES

May 1963

Junior High School (9th Grade)	White	Negro	Total	% Negro
** Academic	3,565	1,754	5,319	33.0
Practical Arts	1,721	3,137	4,858	64.6
Commercial	2,355	3,580	5,935	60.3
** Commercial and Language	211	197	408	48.3
TOTAL	7,852	8,668	16,520	52.5

*ENROLLMENT IN JUNIOR AND SENIOR HIGH COURSES
May 1963
(continued)

Senior High School (10th, 11th, and 12th Grades)	White	Negro	Total	% Negro
** Art	172	23	195	11.8
** College Preparatory	11,889	2,622	14,511	18.1
** Commercial A	763	555	1,318	42.1
Commercial B and C	5,753	4,209	9,962	42.3
Distributive Education	129	75	204	36.8
General	7,255	2,644	9,899	26.7
** Home Economics	32	40	72	55.6
Homemaking	52	215	267	80.5
** Industrial Arts	543	121	664	18.2
Modified	661	1,765	2,426	72.8
** Music	70	116	186	62.4
Occupational Shops	223	291	514	56.6
Trade Preparatory	1,513	1,928	3,441	56.0
Vocational Agriculture	230	10	240	4.2
Hospital Practice	11	7	18	38.9
TOTAL	29,296	14,621	43,917	33.3

ENROLLMENT IN HIGH SCHOOL COURSES

It is very difficult to say with any certainty why so large a proportion of the Negro students enrolls in the least challenging high school courses and why so relatively few are preparing themselves for college.

Certainly the poor records shown in the following portion of the data survey[1] of achievement tests at the sixth grade level are a very important part of the answer. A child who cannot read at grade level cannot hope to handle college preparatory work. It becomes more and more apparent that the mastery of reading is the basic essential which must at all costs be learned by every normal child and that the schools must address themselves primarily to this task.

---

* Data does not include Puerto Ricans
** Courses leading to college
[1] Data - Achievement and IQ -- Category IV

There are undoubtedly other reasons that have kept many Negro students capable of academic work, from choosing college preparatory courses. First, perhaps, is the question of money. College education is expensive and time-consuming. Until now in Philadelphia there has been no free city college. The community college which has recently been established will provide some financial relief. To the student, and often to the parents, the office job obtainable at the successful completion of a Commercial B or C course seems the only practical answer.

Many of the Negro leaders, particularly many of the ministers, state firmly that often the student does not find the needed guidance at school to undertake the more difficult task, to exert that last ounce of effort, to try at least for admission to college or other post high school education. A general sense of low expectancy in pupil performance seems to prevail in some schools on the part of the staff. The students respond by losing any interest they might have developed in the hard and unremitting task of learning. Ofter they drop out of school entirely[2] or content themselves with the relatively undemanding work of the General or Trade Preparatory courses.

Undoubtedly, too, until very recently, there was the conviction on the part of Negro parents and students alike that no effort on their part could lead to sucess in the highly competitive white world which deliberately shut them out. So little effort was therefore made.

This particular aspect of the situation is changing very rapidly. More and more Negro parents realize that a sound education culminating if at all possible in college, is the surest way out for their children from the restricted lives they themselves have led, that expanded opportunities will open up if the children have the educational requirements.

---

2. Data-Dropouts--Category IV

The enrichment, "Higher Horizon" type[1] programs introduced into several of the high schools in Philadelphia have had very encouraging results in increasing steadily if slowly, the number of students, white and Negro who take the more difficult courses and go on to college or other post-high-school institutions.

On the basis of the enrollment data here summarized there is much work still to be done by schools and by parents to raise the educational goals of the students. The school must give the sound preparation so essential from the earliest years. But the parent must help, too, with years of patiently sustaining at home the child's ambitions; of helping him to form good study habits; of steadying him through the troublesome years of growing up.

There are relatively few and there will be fewer simple undemanding jobs left in the adult world. All the children in the United States of whatever race in order to function successfully in this complicated technical civilization, must be trained to use their full potential. The Negro child has the added need to bridge the gap caused by the long denial of educational opportunity and the resulting occupational rewards.

ACHIEVEMENT, INTELLIGENCE QUOTIENT, DROPOUT RATES

In this category the data dealt with the educational success or failure of the children in the group B schools (70% or more Negro students) as contrasted with the group A schools (under 30% Negro students) and the group C schools (30% to 69% Negro students).

---

1. Curriculum - Section III

Only the "median" score was used for each school in determining both the achievement level and the IQ of the school. This means, of course, that if 101 scores are arranged from lowest to highest - the "median" or middle one- the 51st - has 50 scores below it and 50 above and that there is a great range of ability from lowest to highest in every school and every individual class. The data as collected has many limitations. For example, no individual comparisons of achievement and IQ records of children were made on the basis of socioeconomic status rather than racial origin. No comparative studies were made of the equally well-placed white and Negro child or of the high socioeconomic Negro and low socioeconomic white or the reverse.

The data shed no light on the effects of background and experience on intelligence as presently measured, and yet most authorities now believe this to be of great importance in motivation for learning. The data survey on transfers of pupils makes it plain that there is a great deal of pupil mobility in the Philadelphia Public Schools. But no study was made of how much actual absence from school during the year was sustained by how many pupils and the effects of such absence on achievement.

The reliability of IQ tests has been seriously questioned. It is difficult to frame a test that is not based on previous knowledge by the students of words and their usage. There seems to be evidence that the IQ score itself varies from test to test, and that under optimum learning conditions a greater potential for learning than that recorded in the text can assert itself.

In the school data a general correlation exists between the IQ's and the achievement scores. However, there is enough variation to allow for the theory that differences in learning conditions can weaken or strengthen achievement regardless of the indicated potential. The achievements in terms of median scores for the Philadelphia elementary schools for reading and arithmetic tests at the 6th grade level were as follows:

Using the figures 6.0 as the median score in Grade 6 for reading:

92% of the A schools achieved the grade score of 6.0

30% of the B schools achieved the grade score of 6.0

62% of the C schools achieved the grade score of 6.0

Using the figure 6.5 as the median score in Grade 6 for arithmetic:

93% of the A schools achieved 6.5 or better

25% of the B schools achieved 6.5 or better

60% of the C schools achieved 6.5 or better

These median scores above are for the 196 elementary schools consisting of 93 Group A; 77 Group B; and 26 Group C schools.

With less than one-third of the B Group schools achieving grade proficiency of 6.0 or better in reading at the sixth grade, and only one-fourth achieving 6.5 grade proficiency or better in arithmetic, it is obvious that too many of these children are not learning the basic skills they will need for a productive life in a highly technical civilization.

DROPOUTS There are 11 senior and technical high schools in Group A schools, 5 in Group B schools and 6 in Group C schools. The figures on dropouts show that 3 of the Group A schools, 4 of the Group B schools and all 6 of the Group C schools had a dropout rate of 30% or more. The fact that all of the 6 Group C schools used in the computation as against 4 of 6 Group B schools had at least 30% dropout rate is very surprising in the light of their considerably better record in achievement and should be further studied. A very high dropout rate for both B and C schools is one more indication of the failure of the schools to meet the educational needs of these students.

TEACHING STAFF In the categories dealing with the teaching staffs, information showed that there were 8% more teacher vacancies[1] in the B than in the A schools, some 20% fewer teachers with 12 or more years experience, slightly more - 2% of the newer teachers with less than three years experience, 10% less teachers with Masters Degrees, 10% more of the special 60-day appointments.[2]

The percentage of teachers with 12 or more years of experience was:

A Schools - 54.5%
B Schools - 34.1%
C Schools - 39.5%

The percentage of teachers with less than 3 years of experience was:

A Schools - 15.9%
B Schools - 17.5%
C Schools - 19.6%

The percentage of teachers with Masters Degrees was:

A Schools - 39.1%
B Schools - 29.8%
C Schools - 39.3%

From the point of view of staff integration it was significant that the figures showed predominantly Negro staffs were found in the predominantly Negro schools. In B schools, 65.4% of their faculties were Negro, in C schools 17% and in A schools, a token 2.5%. It is important to remember that this is a racial tabulation and does not reflect the quality of the teachers as rated professionally by the principals of each school.

---

1. Teacher vacancies: In Philadelphia the definition of a vacancy is a class in which there is no regularly appointed teacher but which is covered by a qualified substitute.
2. 60-day appointments: This is an arrangement to allow persons with teaching experience to qualify for permanent teaching positions without examination after a satisfactory 60-day period of continuous substituting. Such teachers have been placed in areas of critical shortage. It is expected that the new professional assignment authority will obviate the need for the continuation of this category.

SUMMARY OF TEACHER RATINGS - BASED ON PRINCIPALS' EVALUATIONS

January 1964

Elementary Schools

District	A & B	%	C	%	D	E
1	569	76.3	175	23.5	2	
2	544	79.3	138	20.1	3	1
3	334	81.5	72	17.6	4	
4	481	72.5	177	26.7	5	
5	366	75.3	115	23.7	4	1
6	461	77.0	135	22.1		2
7	377	78.9	99	20.7	2	
8	439	80.7	104	19.1	1	
TOTAL	3571		1015		21	4
City Aver.		77.4		22.0		

Junior High Schools

District	A & B	%	C	%	D	E
1	170	67.5	80	31.8	1	1
2	163	77.9	44	21.1	2	
3	134	77.9	35	20.3	2	1
4	214	81.3	44	16.7	5	
5	146	67.6	68	31.5	1	1
6	167	73.2	61	26.8		
7	73	64.6	39	34.5	1	
8	137	68.2	64	31.8		
TOTAL	1204		435		12	3
City Aver.		72.8		26.3		

A - Excellent
B - Good
C - Average
D - Barely Passing
E - Failing

SUMMARY OF TEACHER RATINGS - BASED ON PRINCIPALS' EVALUATIONS

January 1964

Senior High Schools

District	A & B	%	C	%	D	E
1	190	85.6	31	13.9	1	
2	104	71.2	41	28.0	1	
3	198	76.4	61	23.6		
4	226	75.1	74	24.6	1	
5	176	74.9	57	24.3	1	1
6	276	81.7	58	17.2	1	3
7	235	85.5	39	14.2	1	
8	299	82.6	62	17.1		1
TOTAL	1704		423		6	5
City Aver.		79.2		19.8		

A - Excellent
B - Good
C - Average
D - Barely Passing
E - Failing

TEXTBOOKS AND EQUIPMENT

In the data for textbooks and supplies and equipment the questionnaire requested only the judgment of the principal without asking for details or setting up standards. The judgment of the principals regarding the adequacy of textbooks indicated that they rated their schools adequate or fairly adequate as follows:

A Schools (under 30% Negro enrollment) ____ 91.6%
B Schools (70% or more Negro enrollment) ___ 74.5%
C Schools (30% to 69% Negro enrollment)____ 83.3%

The judgment of the principals regarding the adequacy of supplies and equipment indicated that they rated their schools adequate or fairly adequate as follows:

A Schools (under 30% Negro enrollment) ____ 93.3%
B Schools (70% or more Negro enrollment) ___ 78.4%
C Schools (30% to 69% Negro enrollment) ____ 88.1%

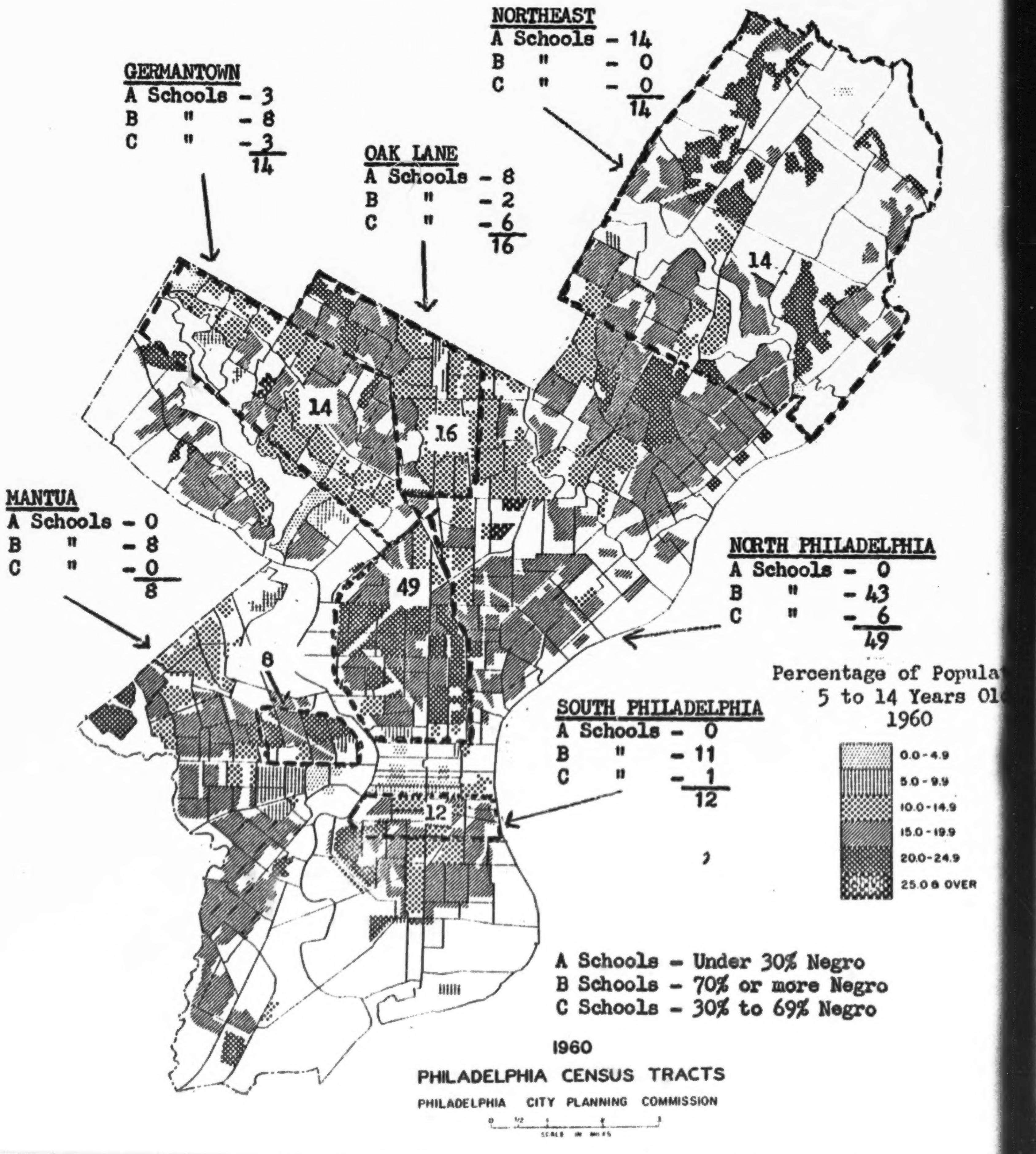
In other words, 25.5% of the B schools, 8.4% of the A schools, and 16.7% of the C schools did not have an adequate supply of textbooks; and 21.6% of the B schools, 6.7% of the A schools, and 11.9% of the C schools did not have sufficient educational supplies and equipment in the judgment of their principals.

SOCIOECONOMIC DATA

The limitations of the data compiled by the School District of Philadelphia became apparent when the results were summarized. The need for some socioeconomic information led the committee to request a sampling from six selected areas in Philadelphia. The maps of these districts and the tabulation of characteristics follow:

SOCIOECONOMIC CHARACTERISTICS OF SIX AREAS OF PHILADELPHIA

Six areas of the city were chosen for an analysis of characteristics descriptive of standards of living and well-being. Three of the areas are those generally considered to have the highest concentration of handicapping social and economic conditions which include unemployment, low incomes, poor housing conditions, limited education, high rates of crime, illness, and infant mortality. The other three areas were chosen for comparison. The six areas are outlined below on a map showing the distribution of youth population age 5 to 14 in the 1960 Census.


NORTHEAST
A Schools - 14
B " - 0
C " - 0
14
GERMANTOWN
A Schools - 3
B " - 8
C " - 3
14
OAK LANE
A Schools - 8
B " - 2
C " - 6
16
MANTUA
A Schools - 0
B " - 8
C " - 0
8
NORTH PHILADELPHIA
A Schools - 0
B " - 43
C " - 6
49
SOUTH PHILADELPHIA
A Schools - 0
B " - 11
C " - 1
12
14
14
16
49
8
12
Percentage of Popula
5 to 14 Years Ol
1960
0.0-4.9
5.0-9.9
10.0-14.9
15.0-19.9
20.0-24.9
25.0 & OVER
A Schools - Under 30% Negro
B Schools - 70% or more Negro
C Schools - 30% to 69% Negro
1960
PHILADELPHIA CENSUS TRACTS
PHILADELPHIA CITY PLANNING COMMISSION
0 1/2 1 2 3
SCALE IN MILES

SOCIOECONOMIC CHARACTERISTICS OF SIX AREAS OF PHILADELPHIA

	North Phila.	South Phila.	Mantua	Germantown	Oak Lane	Northeast
Unemployment Rate - Males....	11.4%	11.2%	12.4%	4.5%	3.6%	2.6%
Educational Attainment						
Average of median grade levels.............	8.7	8.2	9.0	11.4	11.1	11.0
Family Incomes						
% under $1,000 yearly......	8.2	8.7	7.9	2.6	2.2	1.4
% 1,000 to $1,999 yearly..	11.1	11.9	11.2	3.7	3.3	1.7
Public Assistance Grants						
Total Recipients per 1,000 of population.............	146	168	158	19	7	4
ADC recipients per 1,000 population under 18.......	315	374	322	41	8	8
Housing Conditions						
% homes owner occupied....	36.3	35.5	31.8	55.5	74.9	80.0
% deteriorating dwellings.	21.8	27.7	31.0	6.4	2.4	1.5
% dilapidated dwellings...	5.3	7.9	7.1	0.9	0.1	0.2
Mobility of Population						
% moved in 1958-60........	32.3	22.6	31.3	24.4	19.3	31.3
Crime Rates						
Major crimes per 1,000 population...............	24.7	14.2	23.8	9.6	6.3	6.9
Boys' arrests per 1,000 population (est.).........	22.7	22.8	29.1	11.3	5.7	2.6
Infant Mortality						
Rates per 1,000 live births..............	45.6	35.4	34.9	24.9	30.4	17.4
Tuberculosis Death Rate						
Per 100,000 estimated population................	17.6	28.7	9.9	7.2	10.5	3.5

North Phila:	Vine to Roosevelt Ext., 6th and Germantown Avenue to the Schuylkill
South Phila:	Wharton to South, River to River
Mantua:	Market to PRR and Girard, Mantua to 48th Street
Germantown:	Roosevelt Ext. and Wister to City Limit, Stenton to Wissahickon
Oak Lane:	Wingohocking to City Limit, 5th Street to Wister and Stenton
Northeast:	North of Cottman to City Limits

June 25, 1964

SOURCES OF DATA FOR DESCRIPTION OF SOCIOECONOMIC CHARACTERISTICS OF SIX AREAS OF PHILADELPHIA

Data on Population, Unemployment, Educational Attainment, Housing and Mobility of Population derived from Reports by Census Tracts, U.S. Census 1960.

Data on Public Assistance Grants taken from a January 1964 Statistical Report of "Persons Receiving Public Assistance in Philadelphia by Census Tracts, First Half of April 1962" prepared by Research and Statistics, Philadelphia County Board of Assistance.

Data on Major Crime Rates taken from Police Department Statistical Report 1962.

Juvenile Statistics "Summary for December and 1963".

Areas covered by police districts or by combinations of districts approximate the boundaries of the six areas included in this analysis.

Data on Infant Mortality, Tuberculosis Death Rates are taken from the Department of Public Health 1962 Statistical Report. The rates used are for the districts most nearly comparable in coverage to the areas used in this analysis.

The Map of Philadelphia by "Distribution of Population, 5 to 14 years old" was by Philadelphia City Planning Commission.

The North Philadelphia area is Area B described in a "Fact Book for North Philadelphia", a study by Temple University's Sociology Department. Some of the data used for North Philadelphia was taken from that study.

June 25, 1964

The selected three areas in North Philadelphia, South Philadelphia, and Mantua (a section of West Philadelphia) are generally considered to have the highest concentration of handicapping social and economic conditions which include unemployment, low income, poor housing conditions, limited education, high rates of crime, illness and infant mortality.

The data compiled underscored the close parallel between the socioeconomic levels and school achievement. The categories chosen for the socioeconomic tabulation are those used in the Economic Opportunity Act of 1964. These were used to understand the nature of the problem faced by the school system and also to be prepared to gain maximum assistance from the resources of the new Act.

All three also have a high percentage of Negroes in the population and are served by group B and group C schools.

Sixty of the sixty-one Educational Improvement Program Schools (those selected in 1963 for special educational help) and six of the seven schools with special educational programs under the auspices of the Ford Foundation are also located in these three areas.

AREAS OF GREATEST SOCIOECONOMIC HANDICAP

AREA	No. of Group A Schools	No. of Group B Schools	No. of Group C Schools	E.I.P. Schools	Ford Foundation Schools
North Phila.	0	43	6	30	7
South Phila.	0	11	1	8	0
Mantua	0	8	0	6	0

THREE AREAS CHOSEN FOR COMPARISON The other three areas chosen for comparison are of higher socio-economic levels. These are selected areas from Germantown, Oak Lane, and the Northeast. The Germantown area is one of recent residential integration where the new Negro population includes many clergymen, doctors, lawyers, psychiatrists, teachers and university professors. A growing number of Negroes, also from middle to high educational and economic levels, live in the Oak Lane district. Very few Negroes live in the Northeast area.

AREAS SELECTED FOR COMPARISON

AREA	No. of Group A Schools	No. of Group B Schools	No. of Group C Schools	No. of EIP Schools	No. of Ford Foundation Schools
Germantown	3	8	3	1	0
Oak Lane	8	2	6	0	0
Northeast	14	0	0	0	0

With the results of the combined data in hand, the size and seriousness of the educational problem were clearly apparent. It is a problem beyond any easy solution, rooted in social deprivation of many kinds, but certainly aggravated by widespread inadequacy of school services and facilities.

At this juncture there is no profit in trying to assess the blame for the failures of our schools and those of other great cities (all of which have comparable findings) to teach successfully the children of our crowded inner cities.

A Progress Report of the Panel on Educational Research and Development to the United States Commissioner of Education, discusses the situation on a national basis in a chapter entitled "The Deprived and the Segregated."

> "These are youngsters suffering from one or more handicaps, handicaps predisposing them to other handicaps - youngsters on the hardship end of such scales as family income, home atmosphere, skin color, scores on IQ tests, location of the home in the community, location of the community in the Nation, and motivation. They are mostly the children of the poor, usually the children of Negroes, Puerto Ricans, mountain people who have migrated to Midwestern cities, workers in service jobs, people in depressed rural areas.
>
> "In neighborhood after heighborhood across the country, more than half of each age group fails to complete high school, and 5 percent or fewer go on to some form of higher education.
>
> "The blame for this condition attaches to many places besides the schools; indeed, the schools are among the few institutions that seriously attempt to remedy it. The schools have struggled, by themselves and with the help of foundations, to master the conditions of the 'inner city' and reverse the decline of schools in declining neighborhoods. Many small-scale experiments—small in terms of the full extent of the problem—show that the education of the deprived and segregated can be improved. But the problem in its full extent remains."

The Philadelphia school staff, even without the School Survey Data and the socioeconomic sampling of the overcrowding and educational lag in the predominantly Negro neighborhoods, had already instituted various experimental programs to try to improve educational opportunities.

In 1963, Philadelphia was deeply involved in the Great Cities School Improvement Program for public schools supported by the Ford Foundation and was, in 1963, in the third year of elaborate curriculum enrichment and experimentation in seven selected schools in an effort to find new ways to bring equality of educational opportunity to disadvantaged schools and their immediate communities within a great city.

The other ameliorative programs had been devised to accelerate the learning process and stimulate educational motivation for the underachieving student and are enumerated and discussed in the Curriculum Report.[1]

---

[1] SECTION III of this report.

The Educational Improvement Program begun in October of 1963 by The Board of Public Education on recommendation of the Committee on Nondiscrimination was the first large-scale effort to attack the learning problems at the very beginning of school life for children of inadequate educational backgrounds. The program is discussed in detail in the Curriculum Report[1].

PUBLIC VIEWS AND COOPERATION SOLICITED BY COMMITTEE ON NONDISCRIMINATION

Immediately following the receipt of its task, the committee invited representatives of interested community organizations to a series of public hearings held during March and April of 1963.

Presentations at the public hearings were made by the following:

Fellowship Commission - Mr. Maurice B. Fagan
Commission on Human Relations - Mr. Christopher Edley
Philadelphia Chapter of the American Jewish Committee -
Mrs. Leon C. Sunstein, Jr.
Philadelphia Public School Council - Mr. David B. Rotenberg
American Civil Liberties Union - Mr. Paul Davidoff
Philadelphia Teachers Association - Mr. Charles W. Twining
Citizens Committee on Public Education - Dr. James Batts
Educational Equality League - Mr. Floyd L. Logan
Philadelphia Federation of Teachers - Miss Celia Pincus
Urban League of Philadelphia - Mr. W. Thacher Longstreth
American Jewish Congress - Mr. Nathan Edelstein

In lieu of appearing at the central public hearings, the Home and School Council elected to work at the district levels.

---

[1] SECTION III of this report

The civic groups called for a statement of policy endorsing integration by The Board of Public Education. Included in the recommendations advanced by those presenting testimony were those dealing with de facto segregated schools; programs for compensatory education; further development of intergroup education; teacher training, recruitment and retention of teachers and their assignment to schools were needed. Those who appeared before the committee were in complete agreement on increased public participation in the affairs of the school system, and the setting of guidelines in establishing criteria for the selection of new school sites, and in the implementation of a program of equal opportunity for both pupils and teachers.

RECOMMENDATIONS PROFFERED BY CIVIC GROUPS AT PUBLIC HEARINGS

Recommendations from these groups at the public hearings evidenced consensus in the following areas:

1. The immediate adoption of an affirmative policy of racial integration.
2. The creation of a specific new department or division in the administrative structure of the school district to implement more effectively the policy of integration.
3. The extension of the Great Cities School Improvement Program.
4. The examination of existing and proposed school facilities, services, and materials in terms of adequacy to meet pupil needs.
5. The fostering of integration as an important criteria in the selection of new school sites.
6. The continuation and expansion of programs of compensatory education.
7. The extension and enrichment of the present program for the academically talented child.
8. The establishment of a personnel office responsible for teacher recruitment, training, and retention.

9. The need for a more vital and active program of intergroup understanding.[1]

DISTRICT REPORTS At the same time that the public hearings were being conducted in the central Administration Building, the Board committee requested the district superintendents to explore local school needs and to submit their recommendations to the Committee on Nondiscrimination. This was handled in various ways. The usual pattern was for a district committee to be formed under the chairmanship of the district superintendent of that school area. These committees drew their members from the home and school associations of the district schools and from other neighborhood leaders. This was the first effort on the part of the school system to solicit a comprehensive expression of neighborhood opinion on school needs.

The districts were asked to draft recommendations concerning the following areas:

1. School plant and facilities, both existing and proposed.
2. Compensatory education for the disadvantaged child.
3. Accelerated programs for the academically talented child.
4. School-community relations, including increased study of intergroup problems and pressures.

The districts did not consider the technical administrative area of recruitment, training and assignment of teachers. The reports were submitted in May and June of 1963. The recommendations showed the same concern as that evident in the papers presented at the public hearings.

---

[1] A comprehensive report of the general and specific recommendations of the participants appears in the Summary of Testimony Given at Public Hearings Before the Special Committee on Nondiscrimination, published in June 1963 - on file in the School-Community Relations Office

The districts showed interest in the abandonment of unsafe buildings; more and better schools; and better facilities, including lunchrooms and school libraries at the elementary school level. All reports stressed the desirability of smaller class size; more textbooks and supplies; a realistic approach to teaching basic reading and number skills; and more challenging accelerated programs for the academically talented. There was interest also in stimulating academic motivation through after-school enrichment programs; in attacking the dropout problem; and in appraising trade courses and commercial and vocational education in terms of developing saleable skills. All districts advocated greater efforts in the recruitment and the retention of qualified teachers. These are a summary of the essential recommendations and mirror the concern of the districts with quality education and equal educational opportunity for all the children.[1]

EXPANSION OF COMMITTEE ON NONDISCRIMINATION MEMBERSHIP It was obvious from the deep public concern evidenced in public hearings and from the reports of the districts that there was a need to expand the committee of The Board of Public Education to include civic representatives who were aware of community currents and had already given thought to the conditions the Board now sought to correct.

COMMUNITY REPRESENTATIVES At the time when neighborhood members were being chosen for the district committees and during the period of general exploration through the public hearings, the Chairman of the Committee on Nondiscrimination held a series of conferences with staff from the Commission of Human Relations, the Urban League, the Fellowship Commission, the President of the Home and School Council, the Superintendent of Schools, the associate and district superintendents, and the staff in the School-Community Relations Office.

---

1. Both general and specific recommendations of the eight district committees and the names of the participants in the districts who drafted the recommendations appear in the published Summary of District Reports on Equal Educational Opportunities - on file in the School-Community Relations Office.

THREE MAJOR SUBCOMMITTEES CREATED

As a result of these conferences there evolved a list of leaders from the school and the community groups. From this list, after a joint consultation of the three subcommittee chairmen, individuals were asked to serve on the Committee on Nondiscrimination which then became an advisory committee of the Board of Education. A general plan of organization was formed. Three major subcommittees were created, each under the chairmanship of a member of the Board of Education and each assigned an important area for study and recommendation. They are as follows:

Committee I - Sites, Buildings and Facilities
Committee II - Curriculum
Committee III - Teacher Training and Personnel

The membership of each subcommittee was biracial and was drawn from a wide variety of community organizations including Civil Rights groups. Two members from the Home and School Council executive committee served on each subcommittee.

PLAN OF ORGANIZATION

Each major subcommittee also included individual members from the original Board Committee on Nondiscrimination, and top professional personnel from the administrative divisions.

The intent was that the committee members by serving as individuals rather than as stated representatives from the various groups in which they were acknowledged leaders could make a direct and concerted attack on the problem and formulate recommendations without the need of returning for cumbersome organizational direction or affirmation.

In order to provide for coordination of the three subcommittees and their closely interlocking areas of concern, an informal Steering Committee was formed.

STEERING COMMITTEE

This Steering Committee consisted of the three Board of Education Chairmen of the major subcommittees (which included the Chairman of the entire Committee), the Superintendent of Schools, the Associate Superintendent in charge of School-Community Relations and the Coordinator for Human Relations.

FIRST GENERAL MEETING
OF ENLARGED COMMITTEE
JUNE 17, 1963

Events moved very swiftly. On June 17, a general meeting was called of the enlarged Nondiscrimination Committee. Members of the district committees were also invited. The chairman announced the formation and membership of three major subcommittees and their chairmen.

Committee I	- Subcommittee on Sites, Buildings and Facilities Mr. Ralph W. Pitman, Chairman (subsequently followed in November 1963 by Robert W. Williams, Jr., Esq.
Committee II	- Subcommittee on Curriculum Mrs. Albert M. Greenfield, Chairman
Committee III	- Subcommittee on Teacher Training and Personnel Mrs. John F. Lewis, Chairman (also chairman of the full committee)

The first part of the meeting was concerned with the general review of the background research which had been done and a listing of the available reports and material for the committee's information and study.

The scope of each committee was outlined and a tentative timetable presented. The announced goal was to submit a comprehensive report and recommendations to The Board of Public Education in June of 1964.

The chairman then opened the meeting to general discussion. There was an immediate and concerted drive by representatives from the district committees and by some of the individuals appointed from the community to the subcommittees to ask The Board of Public Education to adopt immediately a new policy of positive integration to replace the 1959 policy of nondiscrimination.

It was argued that an affirmative Board policy on staff and pupil integration would give substance and direction to the work of the three subcommittees and enable recommendations for implementation of specific programs to be made throughout the year as the needs based on evaluation and study became clear. The report at the end of June 1964 would then be a summing up of the progress made and an indication of the areas which required further study.[1]

---

1. Memorandum of the consensus of June 17, 1963 meeting, prepared by Mrs. Sylvia Meek of the Urban League at the request of Mrs. John F. Lewis on June 20, 1963

After further discussion a motion was presented and passed overwhelmingly by those present to request the chairman to ask the Board for a revision of its policy.

Subsequently, at its next meeting on June 25, The Board of Public Education adopted the following resolution of policy:

> "...That the 1959 policy of nondiscrimination because of race, color, or national origin now be reaffirmed and expanded to state explicitly that integration of both pupils and staff shall be the policy of The Board of Public Education. The committee appointed to review the policy of nondiscrimination should be instructed to conduct its study and to report the facts with recommendations for such other or further action that may be necessary or advisable in fostering integration of pupils, teachers and staff."

THE CHISHOLM CASE

On June 7, 1961, a year and a half before the appointment of the Special Committee on Nondiscrimination, Civil Action No. 29706 was entered in the United States District Court for the Eastern District of Pennsylvania against The Board of Public Education and some of its officials by several parents, including Terry Chisholm in behalf of his son, Anthony. One of the charges in the complaint was that the Emlen School, 98% Negro, was overcrowded. It charged that room existed in nearby predominantly white schools to which the overflow Negro pupils could be conveniently bused. It further charged that the plan of the school administration to erect portable classrooms at the Emlen School rather than to send the children to the underutilized schools constituted an act of purposeful segregation.

The case has never been tried. In his action appointing the Nondiscrimination Committee, the President of The Board of Public Education specifically stated that the formation of the committee was not "prompted by any current litigation."[1]

However, immediately after The Board of Public Education passed the policy of fostering integration (June 25, 1963), many of the groups interested in integration and several of the members of The Board of Public Education voiced hopes that the case could now be dropped if the Board would implement its strengthened policy.

---

[1] See Charge of Committee - Section I

Many people feared that any trial of the Chisholm case would cause acrimony and hostility that would hamper the work of the Nondiscrimination Committee and dispel the growing confidence in the Board of Education.

The NAACP which was providing counsel for the Chisholm case insisted on the Board of Education presenting a "plan of desegregation." The legal counsel for the Board of Education, on the other hand, contended that the School Board in Philadelphia was not guilty of official segregation under the meaning of the 1954 Supreme Court decision and so could hot enter a plan of desegregation in settlement of a case which had never been tried.

IMPLEMENTATION PLAN

Early in August 1963, a statement was drafted by three Board members of the Board of Education's Committee on Nondiscrimination, after exploration of the points of difference with counsel for both sides and with representatives from certain of the Civil Rights groups. The draft was entitled "A Statement for Approval by The Board of Education as a Plan of Implementation for its Announced Policy of Fostering Integration."

It was accepted by the Board on August 20, 1963, and filed with the Court as a pleading on September 24, 1963. The Court then suggested two additional measures dealing with the assignment of teachers, including possible integration of staffs and the channeling of students from elementary and junior high schools to promote integration .

The Board complied by directing the Superintendent to take necessary administrative actions. On September 26, 1963, the Implementation Plan with the additional measures was accepted as a pleading in the United States District Court of the Eastern District of Pennsylvania and a continuance was granted in the case of Anthony Chisholm, a minor et al, vs. the Board of Education et al.

The Implementation Plan became the basis of the work of the Nondiscrimination Committee and its recommendations. The detailed plan plus the additional measures to carry out the instructions of the Court were as follows:

PLAN FOR IMPLEMENTATION OF FOSTERING INTEGRATION POLICY

SHORT-RANGE
GOALS

Sites, Buildings and Facilities

1. To review school boundaries and make recommendations for modifications and changes where research data would indicate this to be beneficial in helping to foster integration; proposed changes to begin within 60 days of September 1963 school opening date. Boundaries should remain flexible and sensitive to population changes.

2. The building program shall be reviewed with the intent of establishing priorities in all schools not yet under contract.

3. Sites for such schools shall also be reviewed with the aid of the City Planning Commission data to foster integration.

4. Standards for new school buildings and facilities should conform, as far as possible with the recommendations jointly agreed upon by The Board of Public Education and the City Planning Commission.

5. Study will be made of underutilized schools, with the intent that all possible classrooms be used to obviate part-time attendance. This may result in some increase of busing but should help greatly in fostering integration.

6. The administration will review busing now being conducted, because of overcrowding, in order to insure that the children become a part of the school organization in which they attend classes whenever their attendance is for the duration of one school year.

7. The Research Department in addition to its present duties shall gather data that would aid in a continued fostering of integration and result in comprehensive building plans directed toward the same end. It will make yearly studies, reports and recommendations to The Board of Public Education.

8. The School-Community Relations Division shall be charged with working with the existing social agencies toward educating school officials, administrators, teachers, home and school associations, parents and the public at large in the positive benefits of fostering school integration. In-service training in intergroup relations for teachers and principals should be provided on a school by school basis.

Curriculum

The tie-in of curriculum study with the Comprehensive Survey is very close and much of this committee's work will be with the curriculum consultants. However, the findings of the Great Cities School Improvement Program are sufficiently positive for the committee to recommend immediately that criteria be developed to define the type of school which should have extra personnel assigned to it, in accordance with the Great Cities Improvement Program.

1. That the administration continue to train personnel, so that the program of special help be expanded as soon as funds are available. Funds for the expansion of this program shall be considered as having a very high priority.

2. That an administrative review be made immediately of the method of allocations of textbooks and supplies and that a method be devised to cope with the disparity in needs of the various schools, and that the needs be met with the opening of school in September 1963, with those schools having unfavorable allocations, at present, being given first priority.

3. That the Superintendent will place particular emphasis on the techniques of beginning reading in the in-service education of new teachers and substitutes, in the 1963-64 school year, through in-service training and through concentrated help to teachers by principals and reading experts.

4. An attempt shall be made to include instructional materials, readers, texts, and literature which give adequate and dignified treatment to the contributions and lives of Negroes and other minority group members in American life and history.

5. That the committee review and make an intensive study of the intelligence and achievement testing and the ability grouping now in use in the Philadelphia schools. The testing program will also be referred for special attention to the Curriculum Specialists of the Comprehensive Survey Staff.

Teacher Training and Personnel

In this area much can be done by administrative action and the committee has made the following requests to the Superintendent:

1. That a list of available anticipated vacancies in promotional positions be sent to all schools early in the fall, including those now appointive in character.

2. That the possibility be explored of expanding the examination procedure to include giving examinations for positions of junior and senior high school and technical high school principals and for assistant division directors. Position standards should be clearly defined and distributed to all candidates for promotional examinations - i.e., elementary school principals, senior high school principals, special education school principals, technical high school principals and assistant division directors.

3. That the procedures governing the use of the oral examination be stated clearly, that objective criteria for grading be developed and that the examining committees be biracial.

4. That definite objective criteria for the selection of appointive positions be developed and that information be gathered on procedures used for such selection in other cities. The criteria for all appointive positions shall be clearly stated and disseminated to all personnel. These standards shall include educational attainment, personal qualifications and position experience. Such criteria shall determine whether an applicant shall be considered for appointment.

5. That the problem of teacher-transfer seniority privileges be studied and that consideration of the educational needs of the children be given first priority.

6. That attention be given to making teaching more satisfying in the difficult schools and that using the Great Cities Improvement Program experiment as a departure point, special techniques and aid for these teachers be developed.

7. That the procedure of allowing persons on the eligible list to indicate the schools in which they prefer not to serve be reviewed, in the belief that it is unnecessary and harmful.

8. Reassignment and rotation of teachers and principals shall be reviewed and an effort be made to develop a program for such reassignment and rotation.

9. Steps will be taken to equalize the number of substitutes serving in each district throughout the system.

LONG-RANGE GOALS

The basic concept for this part of the study is to consider what changes, or additions, in administrative units would best foster integration. A great many new concepts are being developed in various parts of the country and the committee would like time to explore and assess them. Among such devices are the school zoning department in operation in the New York schools; the new concept of regional schools now being tried out in Princeton; the emphasis on the bringing of community resources and citizen help to bear on individual schools, under school administrative supervision, as in the Great Cities Improvement Program, through school-home coordination; these are but some of the new techniques. All should have consideration. The greatest need for the committee is to devise as flexible a plan as possible, using whatever seems useful for the over-all objective. The committee again wishes to reiterate that in this long-range planning it would expect to rely greatly on the experience and knowledge of the Comprehensive Survey staff for advice and guidance.

ADDITIONAL ADMINISTRATIVE MEASURES PASSED ON SEPTEMBER 25, 1963

On September 25, 1963, The Board of Public Education directed the Superintendent to carry out the directives of the Court as of November 1, 1963:

1. To freeze all teaching assignments and make no transfers to schools with a number of vacancies representing 10% or less of the total number of teachers, unless an eligible list is long enough to fill all vacancies in the city, except that assignments to vacancies in unique elementary and secondary subject areas shall not be included.
2. To grant no assignment preference to prospective teachers on eligible lists with the understanding that if an assignment is refused, the candidate is to be offered no other assignment until all persons on the list have been offered an assignment.

The Board also directed that:

> "...all school districts and boundaries where there are secondary schools not presently serving certain elementary and junior high schools, be reviewed for the purpose and in the interest of fostering integration. The implementation of which is to take effect on or before September 1964."

RELATIONSHIP OF THE COMPREHENSIVE SURVEY TO THE COMMITTEE ON NONDISCRIMINATION

In the long-range planning section of the Implementation Plan, the Committee on Nondiscrimination stated that it would rely greatly on the experience and knowledge of the Comprehensive Survey Staff for advice and guidance. To further this end, the action of the Board on August 20 included special resolutions to clarify the relationship of the Comprehensive Survey, being conducted by Dr. William R. Odell, to the Special Committee on Nondiscrimination in accordance with the statement in the Implementation Plan..

> RESOLVED, That Dr. William R. Odell, Director of the Comprehensive Survey of the Philadeophia Public School System, be requested to develop recommendations which will help to carry out the policy to foster integration as proposed by the Board at its meeting on June 25, 1963:

> "That the 1959 policy of nondiscrimination because of race, color or national origin now be reaffirmed and expanded to state explicitly that integration of both pupils and staff shall be the policy of The Board of Public Education. The Committee appointed to review the policy of nondiscrimination should be instructed to conduct its study and to report the facts with recommendations for such other or further action that may be necessary or advisable in fostering integration of pupils, teachers, and staff."
>
> and be it
>
> FURTHER RESOLVED, That the Special Committee on Nondiscrimination and its subcommittees be directed to maintain close liaison with the Comprehensive Survey team in order to have the professional guidance of Dr. Odell and his associates in implementing the committee's recommendations.

The Comprehensive Survey is not scheduled to be finished until February of 1965. Such recommendations as are made on facilities, curriculum, and teacher training and recruitment will take into consideration and will be in line with the over-all policy of The Board of Public Education of June 1963 for fostering integration. Individual Board of Education members of the Nondiscrimination Committee, as well as the Superintendent of Schools and his staff have consulted with Dr. Odell and his specialists (1) in writing the implementing policies of January 1964[1], and (2) in formulating new procedures for examinations[2].

In the first progress report of the Survey, a recommendation to the Board of Public Education urged the immediate creation of a Personnel Department, and Dr. Elsbree of the Odell staff helped to screen candidates[3]. Another Survey recommendation accepted by the Board of Education, but not yet filled, is for a new appointment in the division of School Plant coupled with a reorganization of that department. This is of great importance to the work of the Nondiscrimination Subcommittee on Sites, Buildings and Facilities since it will affect the choice of sites for new schools and the facilities to be included. Dr. Odell or someone from his staff attended many of the general meetings of the Committee on Nondiscrimination and also attended several meetings

---

1. Supporting Policies of January 1964 - Section I of this report
2. Examination Procedures - Section IV
3. Dr. Willard S. Ellsbree, Consultant for Personnel - Comprehensive Survey

of the major subcommittees. Copies of minutes of all the committee meetings have been sent to the Survey Office. The general chairman of the Nondiscrimination Committee has felt free to confer with Dr. Odell as the need arose. The pending recommendation from the Nondiscrimination Committee to provide for continuing community involvement will be discussed with Dr. Odell in its relation to the Table of Organization which the Survey intends to recommend for the Philadelphia School System.

POLICY ON INTEGRATION OF APPRENTICE CLASSES

Under the auspices of the Advisory Committee for Vocational Education, a policy for the integration of the Union Apprentice Classes was formulated, i.e., that the union members who recruit the membership of these classes be informed that all classes in September 1963 shall be open to qualified Negroes and that any union which refuses to accept qualified Negroes into membership will not be permitted to use the facilities of the public schools for apprenticeship instruction.

The following resolution on recommendation of the Special Committee on Nondiscrimination was passed by The Board of Public Education at its meeting on Tuesday, August 20, 1963:

> RESOLVED, That effective September 11, 1963, the facilities of the Philadelphia Public Schools shall not be made available for apprenticeship training to any unions that fail to accept qualified non-white applicants into their apprenticeship programs, and be it
>
> FURTHER RESOLVED, That the Superintendent of Schools shall give notice of the above resolution to all unions that apply to The Board of Public Education for the use of any school facilities.

The Board also passed on August 20 a special resolution accepting the need for establishing "Compensatory Education."

> RESOLVED, That The Board of Public Education in its determination to provide equality of educational opportunities for all the children in its schools herewith accepts the responsibility of compensating for differences in the preparations with which children begin school by providing extra staff, supplies and facilities within its financial ability to do so in situations of demonstrated need.

DEVELOPMENT OF EDUCATIONAL IMPROVEMENT PROGRAM

During the summer, the Steering Committee of the Nondiscrimination Committee had met several times with a committee from the Philadelphia Association of "400 Negro Ministers" discussing how education could be improved in the predominantly Negro schools. The ministers contended, and the achievement records of some of the schools sustained their allegation, that many of the children were not learning the basic skills of reading and arithmetic in the primary years and were unready to perform competent work in the upper grades and the secondary schools.

The Curriculum Subcommittee was already immersed in national studies of the needs for "compensatory education" in disadvantaged urban centers. Now the committee determined to introduce a strong program of basic improvement, beginning with the first grades of those schools where the need was demonstrated to be greatest.

The Resolution of August 20, quoted on Page 42, gave the authority of The Board of Public Education for such a program; $600,000 for initiating the program in 1963 and a $1,500,000 appropriation included in the 1964 budget.

The Curriculum Subcommittee and the school staff worked intensively. Under the skillful direction of Mr. Robert L. Poindexter, on leave from the position of Superintendent of District Four for this special assignment, the difficult task of organization was accomplished and the program began on schedule in October 1963.

EDUCATIONAL IMPROVEMENT PROGRAM SCHOOLS SELECTED

As a result of this resolution, the Educational Improvement Program was introduced into 61 selected elementary schools to raise the achievement level in the academic subjects for the first year pupils in these schools. The achievement goal is at least grade level performance by every child who has the **inherent** ability to do the work. Great emphasis is placed on reading and arithmetic in the effort to raise the over-all achievement level of the pupils. Special help in many forms is offered to the pupils and teachers in the Educational Improvement Program.

Two important features of the program include the reduction of class size to 30 pupils and the elimination of all part-time classes.[1]

SUPPORTING POLICIES
ADOPTED BY THE
BOARD OF PUBLIC EDUCATION
JANUARY 7, 1964

In the furtherance of the Implementation Plan for Fostering Integration, the Board of Education adopted on January 7, 1964, a set of additional supporting policies to give specifics for needed administrative actions. The policies were classified under three general categories: Facilities, Curriculum and Instruction, and Staff.

POLICIES RELATING TO FACILITIES

1. It will be the policy of the Board of Public Education of Philadelphia to prevent the recurrence of part-time situations and to eliminate overcrowding as much as possible. This will be done by keeping school boundaries flexible and using all underutilized schools to the greatest possible extent, avoiding classes in other than school buildings. A more extensive use of busing to foster integration will be part of the general plan within a limit of approximately thirty minutes of travel time. Except in unique and unusual circumstances, children will become part of the organization and activities of the receiving school and will be integrated into its classes.
2. The open enrollment policy will continue wherever space is available in the schools.
3. When it seems desirable The Board of Public Education will initiate various transfer programs whereby children in schools filled to capacity, with the consent of their parents, will be encouraged to attend other schools in order to foster integration. They will become part of the organization of the new school and will be integrated into the classes of that school.
4. A master plan will keep all school boundaries flexible. It will be revised periodically so that our schools can best avoid overcrowding and be integrated

---

[1] Educational Improvement Program is discussed in detail under Curriculum - Section III of this report.

to the largest extent possible. Feeder patterns involving the boundaries of schools which graduate pupils to junior and senior high schools will be based on a consideration of the same factors. Research data from the City Planning Commission and the School District's Research Department, indicating population shifts, will be among the important criteria governing the selection of school sites.

5. The School District believes it can achieve meaningful integration by methods indicated in this Policy Statement rather than by the compulsory interchange of pupils.

POLICIES RELATING TO CURRICULUM AND INSTRUCTION

1. All curricular and extracurricular activities will continue to be open to all pupils in terms of their abilities and interests. Every effort will be made to discover and utilize pupil potential to the fullest, on every level of ability.
2. Staff services and materials will be provided to meet and overcome the special educational needs of pupils whose progress may have been impaired by an accumulation of handicaps.
3. There will be a continuous evaluation of all educational programs and particularly of specialized innovations such as the Ford Foundation Program and the Educational Improvement Program. Programs which are proved to be beneficial, as a result of evaluation, will be extended as funds permit.
4. There will be increased emphasis on the preparation and use of instructional materials, readers, textbooks, and literature which will give adequate and dignified treatment to all ethnic and racial groups in American life and history.
5. Actual class size will be reduced as rapidly as possible to thirty (30) in the elementary schools, twenty-five (25) in the junior high schools, twenty-five (25) in the senior high schools. Class size will be reduced first in schools enrolling the greatest number of educationally handicapped children. Full-time kindergarten education for all eligible children will be provided as rapidly as possible.

POLICIES RELATING TO STAFF

1. Teachers and administrators with special and appropriate talents and experience will be urged to accept assignment in all experimental programs.
2. The Board of Public Education will promote racial and ethnic heterogeneity in all school faculties.
3. The Board of Public Education, on the recommendation of the Progress Report of the Comprehensive Survey, authorizes the establishment of a Central Personnel Department for all school employes. This department will make appointments on merit with increased racial and ethnic integration as a second important concern. It will also be charged with the development of recruitment policies and practices designed to attract personnel representing all groups from a broad geographic area, and with the development of promotional standards and procedures.

Following adoption of the above policies by The Board of Public Education, the administrative staff, in April 1964, developed a plan for the elimination of part-time classes and the reduction of overcrowding in classrooms. One hundred and ten schools will be affected by boundary changes and/or pupil transfers in September of 1964. Included in the plans is a limited program of busing.[1] About 5,000 pupils will be involved in the changes in school assignments. Of these, about 2,900 will require busing. Besides relieving overcrowding, the new assignments will promote integration in 35 schools, of which 8 schools receiving Negro students had previously either no Negro students or less than 1%.

The movement of The Board of Public Education and the administrative staff since the appointment of the Committee on Nondiscrimination in February of 1963 has been one of steady progress toward the realization of the policy statement made in June of 1963. The commitment made by the Board in the supporting policies passed in January of 1964 has enabled the three major working subcommittees to plan new programs with confidence and to recommend the necessary administrative changes.

---

[1] Section II- Sites, Buildings and Facilities

The following sections of the report give in detail both changes accomplished through Board and administrative action and recommendations for the future made in each of the three subcommittees and approved by the full Nondiscrimination Committee.

SECTION II

REPORT OF THE SUBCOMMITTEE ON SITES, BUILDINGS, AND FACILITIES

SUBCOMMITTEE ON SITES, BUILDING AND FACILITIES

MEMBERSHIP

Robert W. Williams, Jr., Esq., Chairman

Mrs. Norman K. Altschuler
Mr. Louis R. Ballen
Mr. Drayton S. Bryant
Dr. W. Walker Cheyney
Mr. Jules Cohen
Mrs. Royal T. Ferree
Mr. Graham Finney
Dr. Ernest O. Kohl
Mr. Walter R. Livingston, Jr.
Dr. Frank Loescher
Mr. W. Thacher Longstreth
Mr. Joseph A. McDonough
Mrs. Dorothy Montgomery
Rev. Henry Nichols
Mr. Milton O. Pearce
Mr. Ralph W. Pitman
Mr. Leon Raider
Rev. Richard Righter
Dr. Robert J. Rutman
Mr. Alvin A. Swenson

NEWER CONCEPTS COMMITTEE - Dr. Robert J. Rutman, Chairman

Mr. Jules Cohen
Mrs. Royal T. Ferree
Rev. Henry Nichols

SUBCOMMITTEE ON THE STANDARDS AND CRITERIA FOR DRAWING SCHOOL BOUNDARIES AND SELECTING SCHOOL SITES

Mr. Graham Finney, Chairman

Mr. Russell M. Leonard
Mr. Leon Raider

NEW RESOURCES COMMITTEE - Mrs. Dorothy Montgomery, Chairman

Mrs. Norman K. Altschuler
Mr. Drayton S. Bryant
Mr. Graham Finney
Mr. David A. Horowitz
Mrs. John F. Lewis
Mr. Robert C. Taber

PRINCETON PLAN COMMITTEE

Mr. Drayton S. Bryant
Mrs. Royal T. Ferree
Mr. David A. Horowitz
Rev. Henry Nichols
Mr. Leon Raider
Dr. Robert J. Rutman
Robert W. Williams, Jr., Esq.

SECTION II

REPORT OF THE SUBCOMMITTEE ON SITES, BUILDINGS, AND FACILITIES

I. INTRODUCTION

This report of the Subcommittee on Sites, Buildings and Facilities of The Board of Public Education Committee on Nondiscrimination is directed toward the goal of achieving integration within the framework of a program for improvement of the levels of education.

Through the course of its work, it has become obvious to the members of this subcommittee that the goal of integration cannot be achieved immediately, and that its ultimate achievement will require the strongest support of the community and all agencies of government. Despite this, factors that may impede progress must not obscure the principle that segregation, whether de facto or de jure, is damaging to whites and Negroes and carries with it the loss by all concerned of the fruits of full democratic participation in the economic, cultural, and social life of the community.

Segregated schools reflect these facts and the pupils in such schools cannot avoid the stigma of inferiority and the handicaps of discrimination. Their injuries are not lessened by the de facto nature of the segregation, nor can they be fully removed by compensatory improvements in the conditions of the segregated group. For these reasons, the cornerstone of public education must be the binding United States Supreme Court decisions which have declared segregated public education to be inferior education. These decisions are basic to future operations of public education.

It is for these self-same reasons that The Philadelphia Board of Public Education in June 1963, dropped its long-standing policy of nondiscrimination in favor of the present policy of working positively for integration. How to implement this general policy with regard to sites, buildings and facilities and related actions has been the charge to this subcommittee. While it has been at work, the Board itself has already begun to implement its policy. The subcommittee believes that one important part of its role lies in spelling out clearly the basis upon which the current actions are being taken by the Board and to include such a statement in this report together with its comments and criticisms. More important has been the subcommittee's attempt to focus upon the necessary next steps in a continuing program for promoting integration. It is with these recommendations that the bulk of the report is concerned.

II. SUMMARY OF RECOMMENDATIONS

The subcommittee's recommendations are based on the following underlying premises:

1. Changes in site selection standards, administrative reorganization and over-all school planning are necessary to attain the Board's stated policy on fostering integration.
2. New concepts should be examined without delay and instituted wherever feasible. They should be subjected to continuing study to determine how they can best be applied to achieve the primary goal of integrated and high quality education.
3. The Board of Public Education must be firm in its resolve to put into practice those new steps which it may approve with the active assistance of civic organizations, home and school associations and the mass media. The school system must conduct an intensive program of interpretation within the school community and the community-at-large.

The Subcommittee's recommendations follow:

1. Adoption of a program of further action towards integration with specified targets to be achieved in 1965 and 1966. Presentation of the detailed steps and goals with appropriate factual information and explanation for public examination.

2. Continuance of present programs of pupil transfer and boundary changes accompanied by further reduction in class size to 30 in elementary schools and 25 in secondary schools. In taking these steps, particular attention should be paid to the greater use of underutilized facilities so as to promote integration.

3. Further redrawing of secondary school boundaries as part of a planning program leading to city-wide feeder systems capable of achieving integration at the secondary level.

4. Utilization of the Princeton Plan in those areas which meet the criteria recommended in Section IV of the report.

5. Initiation of an experimental program involving the K-4-4-4 Plan for school organization in one or more school districts, using as a criterion for school or site selection the promotion of racially balanced student bodies.

6. Immediate feasibility studies of the educational park concept aimed at evaluating the plant and program implications of this form of school organization, as the first step towards an early test of suitability.

7. Institution of an accelerated building program based on a comprehensive plan for school construction. This program should be developed on the basis of a series of clearly defined goals and standards which take account of the recommendations of the Committee on Nondiscrimination.

8. Incorporation of the comprehensive plan for school construction into an annual six year capital program, coordinated with the capital program of the City of Philadelphia.

9. The school construction program should be fully related to the city's federally aided urban renewal activities.

10. Development of the appropriate administrative and policy making vehicles for continuous coordination of school planning with the City Planning Commission, the Redevelopment Authority and the Commission on Human Relations.

11. Development of systematic and regular procedures for reporting to the public on school plans and programs. Of particular importance in this connection is the issuance of a complete public statement on the objectives, procedures and criteria used in the program of pupil transfer and boundary changes and all other programs to promote integration and quality education.

12. Adoption of appropriate administrative arrangements so as to permit increased decentralization of planning, greater community participation, and greater freedom for experimentation at the district level.

13. Establishment of necessary staff functions concerned with research and development.

14. Creating an advisory council as a successor to the present Committee on Nondiscrimination.

III. A DESCRIPTION OF THE ANNOUNCED CHANGES REGARDING BOUNDARIES AND PUPIL TRANSFERS

The following paragraphs attempt to summarize the changes proposed for enactment in September 1964 by the Board of Education and its staff. The Subcommittee was briefed on the changes and the criteria governing them, but did not participate in making the decisions.

A. Objectives:

1. These steps are designed to contribute to a goal of educational excellence: a system dedicated to the fulfillment of the educational potential of every child in that system. ("Our goal is the best educational situation possible for every child.")

   The immediate objectives of these steps that will contribute to this primary goal of The Board of Public Education are:

   a. "to prevent the recurrence of part-time situations."

   b. "to eliminate overcrowding as much as possible."

   (Contained in January 7, 1964 Policy statements)

2. These immediate objectives contribute to the goal of positive integration by enacting certain boundary changes and pupil transfers that will, whenever possible, contribute to a more equitable racial balance in the schools.

---

*The basic thrust of the announced changes is to reduce overcrowding in our schools. To achieve this objective, transfer of children by bus, and to a lesser extent through boundary changes, has been utilized. Because overcrowding pervades all schools in certain areas of the city where the problem is most severe, the device of boundary change alone would not be an effective tool. Therefore, the use of transfer by bus becomes a necessity if immediate steps are to be taken.

Most of the overcrowded schools are predominantly Negro. Therefore, the transfers to eliminate overcrowded conditions involve the transfer of Negro children for the most part. In determining the new school for the children to be transferred, the time involved in transporting the children was the prime consideration. If within the thirty-minute limitation established by The Board of Public Education on January 7, 1964, there was a choice of schools able to receive the new children, the selection was made so as to improve the racial composition of the children's new school. Thus, to this extent, the announced program fosters the goal of integration.

B. Description

1. These steps consist of (1) changes in geographic boundary lines in order to effect a redistribution of students as between two schools and (2) busing to remove students from overcrowded schools to facilities with underutilized capacity.

2. The initial phase of the program was a survey and planning phase, conducted at the administrative level.

    a. Instructions were given by the Superintendent to all district superintendents to make studies leading to changes in keeping with The Board of Public Education's policies of January 7, 1964.

    b. Studies were conducted by each district superintendent in conference with his principals and other district superintendents. Reports prepared by a consultant were reviewed in those districts he examined. The district superintendents used their knowledge of local conditions based upon daily acquaintance and upon the expressed position of some local groups as stated in various public meetings and hearings.

(1) March 1964 data were utilized by the school system as a basis for predicting racial percentages, overcrowding and part-time problems likely to occur in September 1964.

(2) Presentations and reports were made orally to the Committee on Nondiscrimination (Subcommittee on Sites, Buildings and Facilities).

c. Criteria generally used in connection with changes announced in the eight districts included the following:

(1) All school boundaries to be regarded as flexible with a maximum use of underutilized schools to relieve overcrowding.

(2) Overcrowding was defined as enrollment which exceeded by 10% the capacity of the building.
(Capacity: Approximately 35 students per classroom.)

(3) Consideration to be given to the size of the organization of the school so that no school would be too small or too big to provide adequate educational opportunities and facilities.

(4) No classes to be held in other than school buildings.

(5) More extensive busing to foster integration would be part of general plan within limit of approximately thirty minutes travel time and in situations where overcrowding applied.

(6) Retention of basic neighborhood pattern was assumed and remains as basic point of departure for all transfer policies (See Administrative Bulletin #24).

(7) Elimination, wherever feasible, of all optional territories.

(8) For secondary schools, boundaries were to be drawn so as to develop feeder plans that will foster integration and prevent overcrowding.

(9) For secondary schools, 7th and 8th grades were to be located in junior high schools except under extenuating circumstances such as excessive walking distance and temporary overcrowding in secondary schools.

(10) The principals and district superintendent determined how many children could be accepted in the receiving school.

d. Concurrent steps were taken to cost out the busing and other implications of the proposed changes.

e. Upon publication of the proposed schedules of busing and its review by the Board of Superintendents, district superintendents and some Board members initiated discussions with all affected schools. Such reviews were scheduled for completion within a two-week period.

3. The second phase of the program is the actual implementation of the announced program for September 1964. Boundary changes and transfers by bus will be implemented as follows:

a. Children taking part in the bus transfer program were selected in accordance with one of the three following schemes:

(1) The selection of the child was made on the basis of the educational abilities and achievements as compared with the children of the new school. The child's ability to adjust to the new school and the economic and cultural background of the child as compared to those in the new school was considered before effecting the transfer.

(2) Parents were encouraged to apply for transfer for their child to the underutilized schools. A number determined by the district superintendent regulated the intake into the respective classes of the new school. Requests were to be processed in order of application until the number to be transferred was reached.

(3) All pupils of selected grades residing in a given area of the sending school territory were transferred. Prior to their assignment, study was made of pupil residence, distance to neighborhood school, overcrowding in sending school, vacancies in receiving school, and public transportation. This area even though not adjacent to the receiving school boundary became part of the recognized territory of the receiving school.

Parents were to be informed prior to the close of school in June 1964 of the transfer and busing arrangements. The children to be transferred to a new school should be a cross-section of abilities insofar as possible, and should become a part of the new school and totally integrated into its classes and activities.

b. The consent of the child's parents to the transfer by bus would not be required under present Board policy because the transfer from overcrowded schools is distinguished from schools filled to capacity or underutilized. Nonetheless, the principals and district superintendents involved would make every effort to explain the program to the parents and enlist their cooperation.

c. Staffing of the child's new school and the school he is leaving would be carefully reviewed so as to provide, within budget limitations, for maximum adjustment of both schools to the changes and thereby to assure continued high standards of teaching and of educational services. These supportive services would be determined by the superintendents involved and would be supplemental to the school's teaching and budget quotas.

d. The program of open enrollment (voluntary transfer) as set forth in Administrative Bulletin #24 would continue to permit children in any school to transfer as a matter of right to any school in the city that has classroom space available.

e. Although parental consent is not required to implement the announced transfers, it is to be noted that any objecting parent could utilize the program of voluntary transfer and withdraw his child from the program. (In such an instance, the parent would have to pay the cost of transportation to the child's new school, whereas participation in the transfer program involves Board payment of transportation charges.)

C. The Bases for Enactment of these Steps Are:

1. The Board's policy declaration of June 25, 1963:
   "To state explicitly that integration of both pupils and staff shall be the policy of The Board of Public Education."
2. The Board's policy statements supporting the implementation plan for fostering integration, adopted January 7, 1964.

D. The budgetary annual impact of the steps, over and above ordinary expenditures, is estimated at:

1. For supplemental teaching and administrative services - approximately $900,000 for the 1964-65 school year.
2. For busing - $264,000 for the 1964-65 school year.

The increased appropriation of $264,000 was made necessary in order to insure a full day of instruction for all pupils coming from overcrowded schools and being integrated into the classes of the receiving underutilized schools. This eliminates to a very large extent the former staggered bus schedule which often brought the children into the receiving schools after 9:00 a.m. and made it necessary to dismiss them before 3:30 p.m.

In September 1964, 3,904 pupils will be bused from overcrowded to underutilized schools. Of this number, 1,054 were being bused for the same reason during the 1963-64 school year. It is important to note that the total number of pupils bused for all reasons in March, 1964 was 12,625. The total number to be bused in September 1964 will be 12,219. New plans may make it necessary to increase this number.

A brief analysis of busing for March 1964 and September 1964 follows:

ANALYSIS OF BUSING

City Totals

	September 1964			March 1964		
REASON	NO. OF PUPILS	NO. OF BUSES	% OF NEGRO PUPILS	NO. OF PUPILS	NO. OF BUSES	% OF NEGRO PUPILS
Overcrowding	3,904	58	86.5	2,432	29	98.6
Handicapped Pupils	1,200	46	30.0	1,200	46	30.0
Distance, General and Road Hazards	6,065	47½	6.3	6,344	51	6.1
Lack of Lunch Facilities	360	5	12.2	313	5	1.1
School Closed	230	3	0.0	225	3	0.0
Building Replacement	350	3	100.0	2,111	14½	100.0
Shop	110	3	-			
TOTALS	12,219	165½	36.0	12,625	148½	42.0

IV. RECOMMENDATIONS AS TO IMMEDIATE STEPS IN AN INTEGRATION PROGRAM

Under this heading the subcommittee specifically considered boundary changes, busing, and the Princeton Plan as well as general topics relating to the quality of education. In this context it was necessary to evaluate the role of the neighborhood school and its impact on integration.

A. Role of the Nieghborhood School

The committee is convinced that the validity of reasons for a child to attend a school near to his home decreases as the child advances in his schooling. By the same token, the subcommittee recognizes the concern for the neighborhood school as it has meaning for the safety and health of the youngest children. Through the early grades the young child is more closely dependent upon his parents, upon familiar patterns in his environment, and upon a fairly contained scale of movement. These relationships are more significant than the alleged existence of identifiable neighborhoods that correspond to school boundary lines. Such identifiable neighborhoods simply do not exist in many portions of the city. The rigid concept of the neighborhood school frequently belies other concerns and prejudices and has little to do with the requirements of the child.

The subcommittee recognizes additional difficulties in continuing to apply the concept of the neighborhood school to Philadelphia today. It notes the extreme mobility of our population; the continuing changes being made by urban renewal, expressway construction and similar events. It notes the very significant effect that the announced changes in boundary and bus transfer already are having upon the concept. It notes the tradition of busing that exists in rural and suburban areas, and the use by parents of private schools for their children, often at great distances from home.

The committee recommends that every consideration be given to the development of a system of schools whereby the early grades such as kindergarten through fourth grade are located in buildings that permit the children to be close to a familiar environment. Beyond these early grades, it is suggested that every consideration be given to establishing a flexible organization such as K-4-4-4[1] wherein walking distance and traditional arrangements become secondary and wherein modern educational requirements as well as racial balance can become primary determinants for the location of new facilities, the reorganization of existing schools, and the abandonment of still others.

B. Boundary Changes and Pupil Transfers

The committee believes these programs have value in the integration of schools, but it is recognized that these actions can make only a minor contribution to the total problem. Nevertheless, the committee is of the strong opinion that such contributions are of great importance since some degree of integration can be achieved while improving the standards of the education available to all of the affected students.

---

1. Discussed in Conclusion - Section V

Boundary changes and pupil transfers have long been accepted as standard means for adjusting school populations so as to relieve overcrowding and reduce class size.
The Board of Public Education has long had a constructive policy of open enrollment. The current proposals of the administration are extensions of these procedures, since they primarily involve the use of undercapacity-schools to relieve overcrowding. Since the predominantly Negro schools are the most crowded of our schools, it is obvious that relief of this overcrowding is a necessary step in its own right which can have the added merit of contributing to the desired goal of integration.

The committee commends the School Board for the use of boundary changes and busing as a means of reducing overcrowding and as a means of improving population distribution.

Within present Board policy as previously described in Part III, it should be remembered that the announced changes clearly do not have integration as a direct goal. Rather, integration is a by-product of steps to reduce overcrowding and eliminate part-time classes. While the consequences of the proposed actions are steps in the right direction, they are, as had already been said, only the first steps.
As part time is eliminated and as overcrowding is reduced, the goal of integration itself becomes a more direct and realizable goal that the Board must directly face through other means.

C. Princeton Plan

Under the Princeton Plan, so called, two or more schools are considered as an educational unit and the school population is distributed by grades between the individual schools. The Princeton Plan may require busing.

The subcommittee considers that the Princeton Plan is sound in principle and does provide in some selected instances, a means for the integration of neighboring schools which have different racial compositions. Since this condition can only be expected to arise at or close to the boundaries of Negro and white communities, it is equally clear that the pairing of schools can only affect a small percentage of the school population and that shifts in racial composition can subsequently alter the racial balances achieved under the Plan.

The subcommittee recommends the criteria listed below as a basis for selecting schools to be paired.

CRITERIA FOR SELECTION

1. The quality of education that is offered in each school must not be adversely effected.
2. Class size should be reduced and should be as equal as possible in the participating schools.
3. Educational services should be strengthened and equalized, where necessary.
4. Additional services, including special remedial programs, should be made available to pupils who need to overcome educational deficiencies.

5. If busing is necessary, it should be kept within a thirty minute travel time limit and the walking distance for pupils should be limited to approximately one-half mile.
6. Pupils in kindergarten should continue to be enrolled in the school closest to their homes.
7. The facilities of the paired or grouped schools should be as equal as possible.

D. Reverse Busing. The committee does not regard large scale exchanges of white and Negro pupils by reverse busing as a suitable way of obtaining meaningful integration. The committee recommends that no further consideration be given to this approach.

E. Secondary School Feeder System. The committee supports the present policy of moving towards city-wide feeder systems for the secondary schools. At present junior high schools are primarily fed by elementary schools within boundaries based on proximity to the receiving school. This same general feeder system based on boundary limitations is also used at the high school level. The recent steps taken to permit elementary schools outside current boundaries to feed into junior high schools are regarded as educationally sound and capable of promoting integration. We suggest that this policy be expanded at the secondary level and that boundaries be deemphasized. Since complete integration at the secondary level could be achieved by this means, we strongly urge that the comprehensive school plan contain specific targets for the achievement of this goal.

F. Recommendations for Immediate Action. The subcommittee underscores its view that the announced changes must be regarded as only the first steps in moving toward the Board's stated policy of positive integration. If unaccompanied quickly by a thorough outline of "next steps" framed within a long-term plan, these first efforts will be properly challenged as token in intent and inadequate in effect.

To avoid that implication, the subcommittee strongly recommends the immediate development of a schedule outlining further steps toward integration and the establishment of targets for achievement in the years 1965 and 1966. These targets should be adopted and published no later than October 1, 1964, with proper explanation of the relation of these targets to the improvement of education and the achievement of integration.

Targets for 1965 should include:

1. A further reduction in the present definition of overcrowding. Such an action would be in keeping with Board policy to reduce class size to 30 per classroom in elementary schools and 25 in secondary schools. If enacted, such a policy would also produce greater administrative ability to effect pupil transfers by using underutilized space in order to promote integration in the years immediately ahead.
2. Another review of all boundary lines and transfer plans. This should be undertaken in order to eliminate any possible arbitrary assignment of students where increased racial segregation would be a consequence as well as to make further adjustments in the light of continuing population shifts.
3. Sharing with the public. A complete public statement should be made of the procedures and criteria used in busing and transfer policies and

in the adjustment of boundary lines. The subcommittee's description of the September 1964 program on preceding pages provides a starting point for such future statements to the public.

4. Evaluating of effects of pupil transfer and busing. The consequences of the changes must be measured first, in terms of achievement levels, and, secondly, with regard to evidence of acceptance and participation in informal school activities and Home and School groups, and also in terms of elapsed time required for busing. Whatever the best criteria may be, they should be tested as the September 1964 plans take effect. It is recommended that the U. S. Office of Education be approached for assistance for these studies. Evidence gained from such studies will greatly facilitate taking the next steps in planning for integration.

5. Further raising of educational standards throughout the school system.

   This target requires added expenditures and massive efforts, only some of which relate to physical facilities or site considerations. Each step toward integration must also be a step toward this underlying goal of greater quality. For this reason, the subcommittee strongly believes that lowering of educational attainment must not be permitted to occur as a result of busing or boundary changes or any other steps to produce greater racial balance. The integration that results from adherence to this rule will be permanent. Should achievement fall, however, changes will be demanded and the cause of integration will suffer serious setback.

   The Educational Improvement Program and the efforts to accompany all busing and similar changes with supplemental staff and supportive services are important evidence that this objective is accepted by the Board. These steps are applauded, as is the great care that is being taken to avoid over-stretching the first efforts involving sending and receiving schools. The targets for the next years must extend beyond these provisions, must add further efforts to cut class size, must eliminate unsafe and outmoded school plant, and must provide enrichment of curriculum and upgrading of teaching quality. This is to say that the work of all three subcommittees is inextricably related in a plan for integration.

6. Institute the Princeton Plan in areas that meet criteria. The subcommittee recommends that the Princeton Plan should be applied in the instances which meet the proposed criteria.

V. PLANNING THE SCHOOLS OF THE FUTURE

In the course of examining various proposals for improving the racial balance in our schools, it has become clear to the subcommittee that the problem of integration is inextricably bound to a comprehensive plan for the improvement of the quality of education, as well as to the city's overall plans for urban renewal and redevelopment.

A. Comprehensive Plan for School Construction

The most important step in planning for integration is the completion of a comprehensive plan for school construction based upon the best possible data and which reflects a thorough exploration of new concepts in facilities and classroom organization which is referred to later in this report.

While the goal of educational excellence requires far more than good buildings, the improvement of the physical plant is essential to the educational goal, and, in the opinion of the subcommittee, an accelerated building program, based upon a long-range plan, must play the major role in establishing the preconditions to greater integration and to greater confidence in the city's public schools.

Today, many school buildings are obsolete, inefficient. Sites are too small and the school grounds lack recreational facilities, trees and landscaping. Many buildings do not offer facilities that can be shared for community activities and services. These conditions are most prevalent in the oldest areas of the city, the areas in need of general physical improvement.

Philadelphia's school building program offers the opportunity and challenge to replace old school buildings and to construct new facilities to meet the expanding school population. This will also improve the neighborhoods in which the schools are located. By eliminating substandard structures, overcrowding, and ill-placed facilities, the school building program can aid the combined goal of the quality school and the racially integrated school system.

On the basis of the foregoing, the subcommittee recommends that The Board of Public Education in the months immediately ahead adopt a comprehensive plan for school facilities. It is recognized that this will require a major increase in effort and expenditures in planning. The subcommittee also recognizes that this plan must involve a thorough review and probable revision of present standards for site selection and size of facilities. To these ends, the subcommittee urges that all school facilities, whether new or rebuilt, be planned so as to further the following objectives:

1. To foster integration wherever possible.
2. To eliminate overcrowding and to reduce class size.
3. To replace obsolete, inefficient structures.

4. To provide physical settings fully conducive to teaching and learning.
5. To create a symbol of new action for educational excellence.
6. To provide the new types of school organization, teaching facilities and material resources as needed for modern education.
7. To assist other city renewal programs aimed at arresting blight by providing school facilities that can be shared for community activities and services.

B. New Forms of School Organization

It is the view of the committee that new forms of school organization must play a key role in the formulation of the comprehensive plan. It is also our view that these new forms of school organization should reflect the role of the neighborhood school.

With respect to new forms of school organization, the committee believes that its most useful function is to suggest new lines of experimentation and development which can serve to provide the experience on which to base future action. The members of this subcommittee are not experts in evaluating the amounts and kinds of resources and facilities needed in the decades ahead. Obviously, a sharp increase in both the capital program and the operating budgets is necessary, if only to correct present deficiencies. It is already apparent, however, that the introduction of new teaching procedures and new subject matter raises questions about the adequacy of the present organization of school plant.

Educators suggest that future education will require a new array of resources such as science laboratories, language laboratories, television and teaching machine facilities, expanded music, art and library facilities, materials resources centers, and other special features. In order to encompass these needs, future planning will require substantially new forms of classroom organization. Decisions must therefore be made as to the stage in education at which to apply these more advanced educational practices.

1. K-4-4-4

The rearrangement of the grade system to a K-4-4-4 system, if accompanied by the recommendations of the Curriculum and Teacher Training and Personnel Subcommittees, would maintain the positive and real advantages of the neighborhood school in the formative years, yet permit fresh patterns conducive to integration to occur beginning in the fifth grade. It would have the advantage of creating fresh images by converting existing schools to different uses, thereby erasing some of the stereotypes that seriously damage schools today and harm the prospects for integration. We recommend that the Board immediately initiate this form of school organization in one or more school districts so as to test its feasibility as a basis for future planning.

2. Educational Parks

The committee has given particular consideration to a new form of school organization which would in our view contribute both to the quality of education and to the integration of the school system. This form of school organization is the educational park, which we define as a flexible school unit serving a school population large enough to justify a high concentration of educational resources.* In the view of the committee it is essential that The Board of Public Education immediately begin detailed feasibility studies leading to the development of educational parks. Without early implementation in this area it will not be possible to gain the experience necessary to evaluate this form of school organization and therefore to determine its appropriate role in future school planning.

---

* We have chosen the term "educational park" in order to avoid the particular connotation of terms such as the "campus school" and the "regional school." The campus school is frequently taken to imply a school complex involving all grades from K to 12; the regional school is frequently taken to imply a large school which serves a large geographical area containing a dispersed population. The "educational park" is not limited to either of these types of organization.

While the actual design of an educational park is clearly not the function of the subcommittee, the committee envisages an educational park as perhaps serving an area previously served by several schools. With the establishment of the new facility, all but the youngest children from the selected area would attend the class in one location. Obviously, busing would be required for those outside reasonable walking distances. In the park area there would be found buildings which serve as ordinary schools (i.e., classroom buildings) which would house individual faculties and administrators. Alongside these would be the special facilities to house laboratories, auditorium, shops, special program and teaching facilities, as well as libraries and administrative offices. Each complex would include playgrounds and playing fields. Each complex might also include secondary schools if required by the overall plan.

3. Preschool Training

The committee is of the view that the application of both the K-4-4-4 system and the educational park will be influenced by the extension of preschool training to the earlier years, perhaps to three and four year old children. This is so because the coupling of the added preschool education with the neighborhood schooling in the early grades can be expected to produce children with the educational attainments and the school experience necessary to cope with the changes in pattern involved in the proposed new forms of school organization.

4. Administrative Decentralization

The committee suggests that the planning and experimentation needed to develop new forms of school organization will be materially aided by a greater degree of decentralization down to the district level. Such decentralization has already been initiated by The Board of Education in its decision to reexamine present standards and patterns of classroom organization through a study of all the schools in the Germantown district. This study of new approaches to school sites and facilities was unanimously endorsed by the full Committee on Nondiscrimination earlier this year. Under a grant from the Educational Facilities Laboratory the project will test the feasibility of using a variety of buildings for school purposes, changing classroom organization to foster racial balance, establishing a campus secondary school, promoting community-wise use of educational plants, and exploring other steps to "make the community a school". The final report will recommend steps in a district-wide development program with estimates of cost and timing. The underlying objective is to make quality education a central theme of Germantown's urban renewal efforts.

C. Capital Programming

With the completion of a comprehensive plan for school construction based on the need for facilities and incorporating the new forms of school organization, a capital program must be framed. The capital program must be sensitive to the priorities of need in school construction and must produce a rapid acceleration of school construction.

At the same time the capital program of The Board of Public Education should be modeled on and combined with the city's six year capital program. It should be thoroughly reviewed by The Board of Public Education and the City Planning Commission. This capital program should be an annual official action of The Board of Public Education.

The city's annual capital program is projected ahead for a six year period. The School Board's capital program should cover a similar span of years with additional projects spelled out still further in the future. It would be capable of up-dating in the light of ever changing population projections and educational requirements and standards so as to assure the right facilities in the right places at the right times.

In the view of the committee, the proposed capital programs of the School Board have not fulfilled the requirements set forth above. Accordingly, the committee recommends the abandonment of the 1965-9 tentative program in favor of a new program which will take full account of the recommendations of this report and especially the results of studies to explore new techniques of school construction and planning.

In the preparation and presentation of the capital program, there must be a clear-cut statement of the fiscal requirements involved in the construction program. With such a picture, the whole question of planning for integration can be more realistically addressed and the fiscal needs of the school system can be argued with strength. Only by such a statement can the need for rapid acceleration of building be justified. Unless a speedup is achieved, the sheer weight of numbers threatens to cancel interim efforts to relieve overcrowding and effect integration.

D. Urban Renewal and the Schools

In preparation of the schools' capital program special efforts should be made to relate school construction to the city's federally aided urban renewal program. In the past, the School District has participated in renewal, but only to a very limited extent. In the five cases where new school buildings or school yard expansion was aided by renewal, the land was acquired on behalf of the School Board by the Philadelphia Redevelopment Authority and the cost of acquiring old buildings and demolishing them was largely underwritten by renewal grants from the Federal Government under a matching arrangement whereby the Federal Government pays two-thirds of net project costs and the locality must meet the other third through cash expenditures or non-cash matching grants. Expenditures for certain public facilities, including public schools, built in renewal areas are eligible to be counted as non-cash matching grants. The instances where the school system has participated in renewal have resulted in substantial credits to the city's renewal program and savings to the school system.

Many new schools have been built without renewal aid, both inside and outside renewal areas in the fifteen years that the Federal renewal aid has been available. Both the School Board and the renewal program have been losers because the school building program was not part of renewal. It can be estimated that more than $150,000,000 has been spent in school construction in this period. The School Board paid the full cost of site acquisition and the city did not receive the non-cash credits for this substantial sum.

Expansion of the renewal concept to cover all of the older areas of the city would be the means of gaining site acquisition help for nearly every new school structure. The cities of New Haven and Boston have adopted city-wide renewal programming and both cities report that non-cash credits accruing from school expenditures are meeting the entire requirement of the one-third local contribution.*

---

*In March 1961, a comprehensive survey of all New Haven's schools was completed under the direction of Dr. Cyril G. Sargent, then Professor of Education at Harvard University.

"The report emphasized the substantial savings which could be

> realized through tie-ins with urban-renewal projects. The total cost of 15 schools- including sites totaling 71 acres- without urban renewal would have been $19,967,000. This was prohibitively high. With urban renewal tie-ins, the cost would drop to $12,947,000--- a saving of $7,020,000 through writedowns on sites.
>
> Dividing the 15 schools into the larger cost of $19,967,000 produces a cost-per-school of slightly more than $1,330,000. Using this figure, with the $7,020,000 saved through urban renewal, five schools could be financed by this saving. Thus these five schools- one of every three of the 15 proposed- are "free" for New Haven"

Terry Ferrer, The Schools and Urban Renewal: A Case Study from New Haven (Educational Facilities Laboratories, New York, 1964).

The City of Philadelphia is now spending $6,000,000 a year in cash for urban renewal because its non-cash matching grants do not equal one-third of the annual $45,000,000 renewal program. The funds spent on school buildings would furnish enough non-cash credit virtually to eliminate the city's cash expenditures for renewal. This would save the city's scarce cash, making funds available for urgent city needs such as increased aid for schools.

VI. ADMINISTRATIVE RECOMMENDATIONS

The report of the Subcommittee stresses the importance of planning, innovation and experimentation, and the full sharing with the public of the premises and policies upon which all Board of Education decisions are based. Many of the recommendations will involve additional staff drawn from disciplines not traditionally associated with the administration of public education. New public-private relationships must be established. The recommendations that follow should, in the opinion of the Committee, be carried out in the immediate future.

A. The Subcommittee recommends the immediate appointment of specialized staff to deal with the research and development functions referred to earlier in this report. Equally important, this specialized personnel would explore various means and resources for developing the new concepts.

The pending Economic Opportunity Act of 1964 will be a source of funds to public education for programs coming under the general term "curriculum." The "Poverty Bill" is obviously only a fraction of the aid needed to "eliminate theparadox of poverty in the midst of plenty in the nation." If adopted, it is evidence of a new national objective. Future legislation to end poverty, and direct aid to education, including aid to school construction, will depend largely on the capacity of the communities, particularly public schools, to define needs and to devise programs.

B. The Subcommittee believes strongly that this report and all future reports on integration be carefully and clearly documented in order to convey both the problems and achievements. For example, maps showing the Educational Improvement Program for schools, the effect of boundary changes, the allocation of supplemental staff, the upgrading of teaching standards, etc., should be included. So, too, should figures indicating the numbers of pupils, teachers, and schools affected by proposed changes. Neither achievements nor obstacles should be hidden from view in a matter of such city-wide concern.

C. The Subcommittee calls attention to the fact that the Board's concerns with promoting positive integration are equally the responsibility of other civic and governmental agencies concerned with housing, planning, human relations, commerce and job opportunities. Only coordinated actions in all of these sectors of community life will greatly influence the ultimate course of integration in our city. It is recommended that the Board of Education take the lead in relating these other dimensions to the educational problem, and encourage and require the assistance of those working in parallel fields. The Board should convene the agencies responsible for these functions and begin the job of jointly attacking the problems.

D. The Subcommittee feels strongly that an advisory committee to replace the present Committee on Nondiscrimination should be considered an essential part of the planning function. Furthermore, in keeping with the thoughts about decentralization, the committee recommends that each district superintendent be permitted and encouraged to have an advisory group to assist him in his annual review of the integration program. Both these recommendations are based upon the feeling that the process through which decisions about quality education and integration are made must be clearly visible and subject to citizen participation and comment.

SECTION III

REPORT OF THE SUBCOMMITTEE ON CURRICULUM

REPORT OF THE SUBCOMMITTEE ON CURRICULUM
# of the
SPECIAL COMMITTEE ON NONDISCRIMINATION
# of the
BOARD OF PUBLIC EDUCATION

DIFFERENCES IN EDUCATIONAL OPPORTUNITY

In the early discussions of the Subcommittee on Curriculum, it became clear that there were differences in the quality of educational opportunities being provided in the schools. Many thousands of children were members of overcrowded classrooms in schools with inadequate facilities and were being taught by substitutes and inexperienced teachers. De facto segregated schools existed in which children had little or no opportunity to learn the societal skills necessary in today's world.

GOALS OF THE COMMITTEE

The Subcommittee on Curriculum agreed that it is essential to equalize educational opportunity and that its basic goals should be the achievement, by every child in the school system who has the inherent ability to do the work, of at least grade level performance (based on nationally validated tests); the stimulation and motivation of every child to reach his highest potential; and the development of mutual respect, understanding and cooperation among all children.

EMPHASIS PLACED ON GREATEST NEEDS

The Subcommittee on Curriculum concerned itself with all aspects of the schools which could contribute to raising student achievement and to fostering understanding among all children. It did not address itself to course offerings except in those aspects which affect intergroup understanding, inasmuch as the curricular offerings of the schools are presently being thoroughly appraised by a professional comprehensive survey team under the direction of Dr. William R. Odell of Stanford University.

The school data and socioeconomic factors outlined in the Introduction indicate clearly the conditions which helped to make schooling an unduly difficult and often unrewarding experience for a great many children.* What the information does not and cannot show is the damaging effect of segregation on the realization of full potential. Sometimes low achievement is anticipated and accepted when higher expectations might result in better achievement. Many educators believe that at the age of three, children, through no fault of their own, may be so handicapped by virtue of social and economic conditions, including segregation, that despite their innate potential, they may not be able to perform adequately in school without the application by the schools of extraordinary skill and extraordinary services. Obviously, many children are able to overcome these handicaps without such assistance, but the chances we are taking in the possible loss in human resources compel us to reexamine present programs.

FIRST RECOMMENDATION TO THE BOARD OF PUBLIC EDUCATION— COMPENSATING SERVICES

The Subcommittee on Curriculum recognized early in its deliberations that the former Board of Education policy of providing equal services to all children, as implemented, did not meet the problems of those with the greatest needs. Failure to recognize these needs and to take the necessary steps toward meeting them could only contribute to possible failure by thousands of children just beginning their school careers and thousands of others already in school. The Subcommittee on Curriculum, therefore, recommended the following policy statement which was adopted by The Board of Public Education at its meeting on August 20, 1963:

> "That The Board of Public Education in its determination to provide equality of educational opportunities for all the children in its schools herewith accepts the responsibility for compensating for differences in the preparation with which children begin school by providing extra staff, supplies, and facilities within its financial ability to do so in situations of demonstrated need."

---

*According to data supplied by the Great Cities Research Council, this number is approximately one-third of the school population in large city school systems.

NEED FOR COOPERATION BY ALL AGENCIES While it is acknowledged that the schools have a central and decisive role to play in the lives of children, it is also clearly recognized that the schools cannot do the job alone. The home, religious groups, and all the other community agencies must continue present efforts and join in a cooperative program to provide support for these children, large numbers of whom without special attention and a massive effort, may be doomed to dependent and unproductive lives. However, the Subcommittee on Curriculum believes deeply that the public schools have the most significant contributions to make.

PRESENT PROGRAMS REVIEWED Before proceeding to a consideration of new programs, the Subcommittee on Curriculum reviewed the present programs of the school system.

- For approximately five years the school system of Philadelphia has been experimenting with programs to raise achievement levels and heighten motivation. These programs have been experimental in nature and with few exceptions have involved relatively small numbers of children.

- For the past 20 years, the Philadelphia Public School System has provided programs in intergroup education, usually with the co-sponsorship of civic groups. School personnel cooperate with civic agencies on specialized programs to develop racial, religious and nationality understanding and cooperation. Programs have included conferences, seminars, in-service courses, clinics, and institutes on intergroup problems. Direct experiences in intergroup education are emphasized as well as classroom work involving students of all ages. Foundation-supported research has contributed to the development of intergroup education programs in the Philadelphia Public Schools.

- The Continuous Progress Primary is a form of ungraded organization instituted in September 1961, for the first three years in all elementary schools. Its purpose is to enable each child to progress at his or her own rate of learning.

Children who learn very rapidly may complete the program in two years. Children who learn at a slow pace may spend the fourth year in the primary program with the hope that they will gain more facility in the basic skills of reading, writing and arithmetic. Classes are formed in such a way as to place children where they can learn most effectively.

- Special allotments of teachers are made in order to provide extra teacher assistance in secondary schools with particularized needs. The basic formula for allotting teachers is adjusted for such special conditions as the number of substitutes and newly appointed teachers in a school. The extra positions are utilized by the principal to furnish additional supervision, to help reduce class size, and to broaden and enrich the course offerings of the school. One hundred thirty-five extra teachers, 10 additional vice principals, and 10 additional non-teaching assistants are presently assigned to secondary schools on this basis.

- The Philadelphia Great Cities School Improvement Program has been operating in six elementary schools and one junior high school in North Philadelphia for the past four years. Serving approximately 7,325 students, the program has been carried out with funds provided by the Ford Foundation, matched by School District funds and services. The purposes are to raise achievement and aspirational levels, discover latent talent and abilities and awaken parental and community responsibilities. Significant features of the program include on-the-job in-service training for teachers, employment of school-community coordinators, and the extension of the school day and week through remedial, tutorial, and enrichment programs offered after school or on Saturdays.

- For approximately 20 years, Philadelphia schools have conducted "Work Experience Programs" which have encouraged students to continue their schooling by taking courses in school in the mornings and working in the afternoons in industrial, commercial and community institutions. Presently, such programs are in operation in 15 high schools, providing opportunities for approximately 1,200 students during a school year. Approximately 2,000 additional students are involved in preparation for retailing and other cooperative education school-work programs.

- During the summer of 1963, a staff of 24 senior high school counselors was employed in a special project, supported by Federal funds, aimed at preventing students from dropping out of school. The counselors selected those students whose recent records suggested the possibility of leaving school, visited their homes and carried on discussions with the students and their parents. Of the 1,368 situations discussed, 1,188 students were encouraged to return to school in September and 781 were still enrolled in June 1964. This project is being conducted again in the summer of 1964.

- Throughout the years, the schools have benefited substantially from the help of volunteers serving in many capacities. For the most part, volunteer help has been furnished by the members of home and school associations. During the 1963-64 school year, a pilot project, designed to seek ways of reinforcing classroom instruction through volunteer services, has been undertaken jointly by the School District and the Citizens Committee on Public Education with the help of funds provided by the Sunstein Foundation. The School District appointed a coordinator of volunteer services in order to help direct the many activities being conducted by volunteers.

- Thirteen child care centers are in operation in elementary school buildings throughout the city, serving approximately 1,250 children. This project, begun during World War II, has been continued because of the pressing need for adequate supervision and care of young children of working parents. It is financed by City Government funds and parents' contributions and staffed by School District personnel.

- A limited number of prekindergarten classes are being conducted throughout the city. Twelve classes for prekindergarten children are held in high schools as laboratory classes for girls studying child care and development. Four experimental prekindergarten classes were formed in September 1963, in schools in the North Philadelphia area. These classes are supported by Ford Foundation funds and are staffed by School District teachers. Four additional prekindergarten classes are conducted by the Division of School Extension with assistance of parents.

- Ten classes for emotionally disturbed children are in operation in a program begun six years ago. These classes have a maximum enrollment of eight and have the benefit of psychological and psychiatric services.

- A number of senior high schools have developed individual special help and enrichment programs for their students. Among these are the "Wings" program of the William Penn High School, the "Kite and Key" program of the Benjamin Franklin High School, and the "Big M" program of West Philadelphia High School. The first two are designed to stimulate and motivate students to develop their potential abilities, to raise their level of academic achievement, and to enrich their cultural and social life. They have been supported with funds from a private Philadelphia foundation and will be continued in the 1964-65 year with School District funds. The "Big M" is designed to stimulate students who have the potential for academic success and to encourage them to prepare for college and is presently supported by private foundation funds.

- The Lea School Universities-Related Program is being conducted jointly by the School District, the Lea Home and School Association, Drexel Institute of Technology, Philadelphia College of Pharmacy, the University of Pennsylvania, and the West Philadelphia Corporation. The purposes of the program include improvement of instruction and the establishment of a library and materials center. All aspects of the school's work are developed cooperatively with the assistance of professional personnel from the institutions of higher learning.

- Programs designed to help to meet particularized needs have been conducted in the eight administrative school districts in the city. For example, one district has been carrying on a concerted effort aimed at improved reading achievement through intensive in-service courses for teachers and through campaigns to encourage children to use public libraries in the area. Other districts with large numbers of newly-appointed teachers have been providing special orientation programs for such teachers.

Despite the excellent nature of many of these programs, in reviewing them the committee agreed that the size and critical nature of the problem required a much more extensive and comprehensive attack. Consequently, the Subcommittee on Curriculum considered new ways in which a massive attack on the problem could be made, agreeing that the initial major emphasis should be placed on the beginning school years.

NEW CONCEPTS EXPLORED

The Subcommittee on Curriculum studied not only the more conventional aspects of an educational program but also explored other kinds of related experiences which, combined with school-directed activities, could provide the preparation necessary for successful urban life in the last third of the 20th Century. The committee proudly recognizes the diversity of the public school population in Philadelphia. While a great deal of time was spent on the problem of the children and schools with the greatest educational handicaps, the committee is absolutely convinced that the school system must continue to provide programs for children of all backgrounds and abilities. Some of the brightest and most talented students in the country attend our schools. The needs of these academically talented children along with those of the vast majority of average children must be constantly in our minds. It is to be hoped that the Odell Survey Committee will make many suggestions that will enable Philadelphia to improve all aspects of its public school system. In exploring new concepts the Subcommittee on Curriculum agreed that the following areas of concern should be among those reviewed by the committee:

A. ALL LEVELS

1. Teaching and Organizational Procedures such as:
    a. Team Teaching
    b. Time Allotments for Subject Matter
    c. Busing and Part Time
    d. Departmentalization
    e. Programed Instruction
    f. TV Instruction

2. Volunteer Services
    a. Tutorial Program
    b. Study Centers
    c. Classroom Volunteers

3. The Extended School Day, Week, Year

4. Books and Supplies
    a. Inventory of Books and Supplies
    b. Allotments

5. Motivation for Learning

6. Human Relations Education for Children, Teachers, and Parents

7. Community Liaison
    a. With Parents - Use of School-Community Coordinators
    b. With the Larger Community

8. Supportive Services
    a. Guidance Activities
    b. Remedial Work

9. In-Service Education

10. Intergroup Education

11. Appraisal of Books and Materials which give adequate and dignified treatment of all ethnic and racial groups in American life and history

12. Provisions for Academically Talented

B. ELEMENTARY

1. Early Childhood Education

   a. Nursery Schools
   b. Special Kindergartens
   c. Extension of Prekindergarten Classes

C. ELEMENTARY AND SECONDARY

1. Ford Foundation Program (Great Cities School Improvement Program)

SECOND RECOMMENDATION TO THE BOARD OF PUBLIC EDUCATION

It was decided that prompt steps should be taken so that recommendations could be made for implementation in the 1963-64 academic year due to begin less than three months hence. The Chairman of the Subcommittee on Curriculum, therefore, asked three members of the Committee to join her in an effort to bring suggestions to the Subcommittee on Curriculum for recommendation to The Board of Public Education. The members of this task force were Mrs. Marion L. Steet, President of the Philadelphia Teachers Association, an English teacher; Miss Celia Pincus, retired President of the Philadelphia Federation of Teachers, retired teacher of English; and Mrs. Gertrude Barnes, a teacher of retarded educable children at the Meade School. The task force was convinced that early success in school is a critical factor in success in later life and that from the very beginning the schools must provide an opportunity for the child to gain adequate preparation for a fruitful, self supporting life when he becomes an adult.* Essential to such a goal is the development of competence in reading and related language skills and in the computational skills. First grade is a critical time in the acquisition of these skills. The task force decided, therefore, to concentrate on an effort to improve first grade instruction in the schools where the achievement record indicated a need for new approaches.

---

*This was also a concern of the Negro Ministers Group as well as many other community groups. (See the Introduction)

Research by the staff of the school system provided a list of 66 elementary schools where sixth grade performance was below city averages. An Educational Improvement Program was proposed for 60 of these elementary schools.* Of these schools, according to the School Data Survey, one is in Group A (more than 70% white), 56 are in Group B (more than 70% Negro), and 3 are in Group C (30% to 69% Negro). This is the first major special effort aimed at equalizing educational opportunities and finding better solutions to difficult urban educational problems ever undertaken by the Philadelphia Public Schools and is described in the following section of this report.

---

*Six schools already in the Great Cities School Improvement Program were omitted for the purpose of comparing differing approaches to the same problem.

EDUCATIONAL IMPROVEMENT PROGRAM

PROBLEMS FACED IN SEPTEMBER 1963

Some of the most serious first grade overcrowding was anticipated in the 60 schools mentioned previously where average class size in June 1963 was 36.5 and in which 27 first year classes would have had more than 40 pupils. In September 1963, 46 of the 253 first grade classes of the 60 schools in the EIP were scheduled to be on part time. Added to this critical situation was the fact that there were 35 classes to be covered by substitutes and that only half of the children to be enrolled had any kindergarten experience.

EDUCATIONAL IMPROVEMENT PROGRAM (EIP) INAUGURATED OCTOBER 1963

The task force was convinced that regularly appointed teachers could help pupils achieve something closer to expected first grade performance, given better teaching conditions and additional help to meet the special problems faced by first graders in the 60 schools.

It therefore recommended that in the 60 schools:

1. All first year classes should be on full time. While part-time classes are to be deplored wherever they exist, it was agreed that they are particularly unfortunate in the first year of any schools where there is a record of below grade performance.
2. The maximum size for a first year class should be 30 pupils per teacher. This recommendation was made because of the great number of children who would come to these classes with less than average reading readiness, necessitating a large degree of individual attention. Thirty

pupils still represents a large number in comparison with maximum class size in many other school systems and is certainly still far from ideal for first grade classes largely composed of children with less than average reading readiness. For Philadelphia, however, 30 pupils per class represents a significant move forward.

3. A regularly appointed teacher should be in charge of each first year class. It was agreed that wherever possible only experienced, fully certified teachers should teach these first year classes.

4. One consulting teacher should be provided for each group of 10 first year classes. These consulting teachers should spend one-half day each week in each class working with the children and demonstrating for the teachers.

5. A special allotment of books and materials should be provided for use in this program. Extra funds should be provided for additional books, educational supplies and equipment.

6. In-Service Training.

   A meaningful in-service program should be developed at the district and on the city-wide level to give the teachers an opportunity to compare experiences and reinforce skills.

7. Research and evaluation by a university should be part of the program. A research project administered by a university should accompany this program so that there could be an objective report of the results at year's end.

The suggestions of the task force were adopted by the Subcommittee on Curriculum and authorized by The Board of Public Education for implementation beginning in October of 1963. The special help provisions of the Educational Improvement Program have been provided to 323 first year classes serving 9303 children. In order to implement the program 68 additional classes were formed to reduce class size to 30 in the 61 schools (one school was added during the course of the year). All but 20 of the total of 323 classes were staffed with regularly appointed, fully certified teachers. This was accomplished through internal reorganization of individual schools and through new appointments. In April 1964, 232 classes had enrollments of 30 or less, 80 classes had enrollments of from 31 to 35, while 11 classes had enrollments of more than 35.

THREE TASK FORCES APPOINTED

After the launching of the EIP, three task forces of the Subcommittee on Curriculum were formed --Elementary, Junior, and Senior High Schools. These task forces consisted of members of the Curriculum Subcommittee augmented by additional community and school system personnel.

They were charged with developing and recommending to the overall Curriculum Subcommittee two categories of programs -- those requiring implementation during the 1964-65 school year and those which will take longer to achieve. In the former category, through close liaison with the administrative staff, and with the approval of The Board of Public Education, funds were appropriated for a series of programs which are outlined briefly on the following pages. Some are in active operation and others are planned to begin in September 1964.

RESEARCH AND EVALUATION OF ALL NEW PROGRAMS AND RELEVANT FORMER PROGRAMS

The Subcommittee believes strongly that in order to achieve full benefit from experimentation, careful professional research and evaluation should be an integral part of each program. Ultimately, successful practices and services will be extended as soon as possible for the benefit of all children in our schools.

PROGRAMS APPROVED FOR 1964-65 SCHOOL YEAR FOR WHICH FUNDS HAVE BEEN BUDGETED

ELEMENTARY SCHOOLS

CONTINUATION AND EXTENSION OF EIP

In September 1964 the EIP will be continued in the first year classes and will be extended into the second year classes of the 61 schools and will be introduced into the first and second year classes of seven additional schools. The number of classes in the program will be increased from 323 to approximately 725 and every effort will be made to limit class size to 30 pupils. Approximately 20,000 children will be included in the 1964-65 EIP. The number of consulting teachers will be increased from 33 to 50. (The staff of consulting teachers has been increased by approximately 50% because a survey of principals and teachers of the first year classes in EIP schools indicated that a more flexible use of the consulting teachers would be advisable. It seems likely that the first year teachers who took part in the program in 1963-64 will need less assistace than they had last year.)

A reasearch and evaluation project currently being conducted by a Temple University research staff will be extended in order to continue evaluation of the educational effects of the EIP.

The allotment of money for books and instructional aids has been increased by 50% for all schools in the system for the school year 1964-65. In addition to the increased 1964-65 allotment, EIP classes will receive a further increase of 50%. The allotment for these classes will thus have been more than doubled.

In addition each EIP first year class will receive an extra allotment of $50, and each EIP second year class will receive an extra allotment of $75, for supplies and equipment.

Twenty classes of 25 pupils each were formed in the summer of 1964 to provide additional instruction to children of first year classes of the EIP who needed further strengthening in basic reading and language skills. These classes were located in schools easily accessible to the children who needed this supplementary help. Teachers conducting the classes were selected from among the specially trained consulting teachers in the program.

Approximately 130 teachers in the EIP participated in the summer of 1964 on a voluntary basis in special training sessions including observation in demonstration classes. These sessions were conducted by specially trained EIP consulting teachers. The observation was supplemented by discussion of the most effective and desirable teaching techniques. Opportunity was furnished for the preparation of instructional materials.

Other teachers in the EIP were among the approximately 500 teachers taking courses in the 1964 Summer Workshop, conducted jointly by the School District, Temple University, and the University of Pennsylvania.

An investigation is being made of the possibility of using one basal reading book system in all EIP schools in order to meet the problem of the very high rate of mobility and transiency among many pupils.

An experiment will be conducted in which pupils' Philadelphia Verbal Ability Test scores will be withheld from teachers in approximately 75 classes of EIP schools. This experiment is being undertaken in order to see whether teachers are influenced in classroom grouping, instruction and evaluation as a result of test data given prior to their own experience with the children.

SPECIAL SUPPORTIVE SERVICES

In September 1964 special supportive services will be provided to sending and receiving schools involved in the boundary changes and student transfers being made in September to reduce overcrowding and foster integration.* After a careful assessment of the programs being provided in all of the schools in the transfer and boundary changes, the principals and district superintendents reviewed the services needed to equalize educational opportunities for all of the students in the 93 elementary schools in the program and recommended additional staff for 78 of these schools including: 70 reading adjustment teachers, 19 counseling teachers, 7 remedial teachers, 36 administrative assistants, 25 physical education teachers. These additional services are being provided in order to assist incoming pupils to make satisfactory adjustment in receiving schools and in order to improve educational services and opportunities in sending schools.

CONTINUATION OF THE GREAT CITIES SCHOOL IMPROVEMENT PROGRAM (GCSIP)

The experimental program which has been conducted in the six elementary schools and one junior high school with matching funds provided by the Ford Foundation will be continued. The Ford Foundation grant has expired but the School System, aware of the merit of this program, will maintain it and have it evaluated by staff from Temple University in the 1964-65 school year.

CONTINUATION OF PRE-KINDERGARTEN PROGRAMS

Participation in the prekindergarten programs of the Child Care Centers, the experimental Ford Foundation supported classes, senior high school child development laboratory classes, and the School Extension prekindergarten classes will be continued. Efforts will be made to develop more structured programs in these classes and increased emphasis will be placed on:

(1) enhancing the background of experience of the children;
(2) developing their facility in listening and speaking; and
(3) developing intercultural understanding as early as possible.

---

* Section II

EXPERIMENTATION IN BEGINNING READING

Experimentation will be continued in the area of beginning reading and instruction. One such experiment, contrasting linguistics and basal reading, will be carried out in cooperation with the University of Pennsylvania under a U. S. Office of Education grant. Another project will involve the use of experimental materials which portray more fully the multi-racial nature of American life. Still another approach will be based on the experiences of the children themselves.

EXPERIMENT IN CONCEPT DEVELOPMENT

A special pilot project will be conducted in one of the schools in the EIP with the assistance of Mrs. Lore Rasmussen, of the Miquon School, and personnel from Temple University. It will be designed to explore ways of using the school plant and facilities more effectively in order to enhance the learning processes. An elementary mathematics laboratory will be established in which primary children will have the opportunity to learn mathematical concepts by using varied instructional materials. A multi-purpose area will be equipped in order to provide extensive experiences for children through which they may develop the essential communication skills. Reasearch and evaluation will be integral aspects of this project.

JUNIOR HIGH SCHOOLS

JUNIOR HIGH SCHOOL PROBLEMS

The junior high schools, in Philadelphia and in other large cities, are faced with serious problems in attempting to provide for the educational needs of the students. The junior high school aged child is experiencing a period of growth and development which is characterized by difficult physiological and psychological changes and stresses. The shortage of trained and experienced teachers is most marked at this school level, presently accounting for a greater number of vacancies than those in either elementary or senior high schools. Many students, presently in junior high school, do not possess grade level skill in reading, writing and arithmetic.

Accordingly the subcommittee on Curriculum recommended for implementation in September 1964 that experimental programs be undertaken in 9 junior high schools where performance was below city-wide averages. Twenty thousand dollars was allotted to each school. Specific plans in each of the individual schools will vary, depending upon the particular needs of the school. This diversification will provide the opportunity for the evaluation of different approaches for meeting the basic goals of raising the achievement of students and helping them to develop to their highest possible potential.

OBJECTIVES OF PROGRAMS Program proposals were submitted by the principals of the selected schools and were approved for implementation in 1964. The following three objectives guided the principals in their planning:

1. Raising levels of achievement, particularly in the basic skills.
2. Motivation and cultural activities
3. Enchancement of the self-image.

INDIVIDUAL SCHOOL PROJECTS

Listed below is a description of the outstanding features of individual junior high school experimental projects.

SCHOOL NO. 1

An after school study center will be established including the extended use of the school library. Teachers in the fields of mathematics, science, English, social studies, foreign languages, art, and business education will participate. In and out of school cultural programs will be provided. Supplies, books, and equipment will be provided to meet the needs of this program.

SCHOOL NO. 2

This school will attempt to raise the competency of all its English, social studies, mathematics, and science teachers in the field of reading instruction. A remedial reading program will involve approximately 1,000 pupils in the seventh and eighth grades. The program will be built into the normal school day and will also include a tutorial program after school hours. This school will also employ the full-time services of a home-school coordinator.

SCHOOL NO. 3

The specific objectives of this school's program are to improve the reading level of all pupils and especially the 88% who are reading below grade level; to attempt to change the general outlook of many pupils and parents towards school attendance and school achievement; and to broaden the experiences of the pupils through cultural opportunities. The implementation of the program will include an in-service course for 15 teachers in the techniques of teaching reading; the establishment of a language arts laboratory; and the services of a language arts coordinator and a school-community coordinator. Additional books, audio-visual equipment, and supplies will be provided.

SCHOOL NO. 4

This school will concentrate largely on raising achievement levels in reading and on in-service education in reading instruction for teachers. The reading improvement program will involve most of the pupils on roll during the regular school day and a small number of pupils in a tutorial program during after school hours. A cultural enrichment program will be included. Additional materials, books and equipment will be provided.

SCHOOL NO. 5

Reading improvement, cultural enrichment, and a greater degree of school-home coordination will be the objectives of this program. The reading program will be scheduled for almost all of the pupils on roll. A cultural enrichment program offering experiences in art, music, and drama will be included.

SCHOOL NO. 6

This school will build its program on the objectives of reading improvement and enhancement of self-image. Almost the entire school will be involved in the program. In-service education will be provided for a selected group of teachers. A part-time school-community coordinator will be employed.

SCHOOL NO. 7

Three elements will comprise the program of this school: improvement of reading, motivation, and enhancement of the self-image. In-service education programs will be organized for selected groups of teachers in the techniques of reading instruction and in developing understanding of the problems related to motivation and self-image.

SCHOOL NO. 8

The program of this school will be organized around the objectives of raising achievement in reading, social studies, mathematics, science, and English; of providing additional guidance for a selected group of students; of developing closer and more constructive relationships with parents and with community organizations; and of providing cultural opportunities. Features of the program will include the employment of two part-time school-community coordinators, the organization of an in-service course in reading and the purchase of additional books, supplies, and equipment.

SCHOOL NO. 9

This school will open in September 1964. The planning of experimental programs will be undertaken after the school opens and when a clearer picture of its problems are known.

SENIOR HIGH SCHOOLS

SENIOR HIGH SCHOOL PROBLEMS

Many students come to senior high school lacking the necessary basic educational skills, sometimes because of inadequate prior schooling, and therefore do not realize their potential abilities. It is, therefore, necessary that the schools assume additional responsibilities to overcome these deficiencies and thus provide equal educational opportunities for all. Of great concern are the early identification of the gifted and talented among these students and the development of their potential abilities.

Many schools and teachers have been aware of this situation for a long time and, in their own way, have attempted to provide that "extra" which is necessary to overcome some of these conditions. Several schools have reported excellent results in their programs that have been designed to raise the image and the sights of the students, the schools, and ultimately the community. These programs have developed at different rates, in various directions, and with differing emphases.

The school system and private foundations have provided additional assistance to these programs and other organizations have made contributions. Yet more must be done. All efforts must be combined so that the academic, social, and economic sights of our students can continue to be raised and the teaching skills improved. We must remove from our young people apathy and indifference and substitute for them a confidence in their ability, a desire to raise their standard of living, and an ambition to succeed.

In pursuit of these aims, the Subcommittee on Curriculum considered it advisable to provide special help for four schools which have the greatest needs in the 1964-65 school year. These schools were selected on the basis of the large number of students enrolled who were found to be achieving below grade level in reading and other basic educational skills. As in the case of the junior high schools, it was decided that specific plans for individual schools would be formulated by school staffs on the basis of the particularized needs of the schools. The various programs will be evaluated and will serve as pilot projects for further planning.

INDIVIDUAL SCHOOL PROJECTS

Listed below is a description of the outstanding features of individual senior high school experimental projects.

SCHOOL NO. 1

This school will expand its programs in speech improvement, remedial reading, and remedial mathematics, and will expand a reading improvement program for college-bound students to increase speed and comprehension. Tutoring service will be provided in the basic skills and in order to prepare students for the College Board Examinations and for Civil Service Examinations. Course materials will be introduced which will emphasize the contributions of various cultures. Successful individuals with whom the students can identify will be brought into the school. Additional equipment and materials will be purchased. Part-time school-community coordinators will be employed. An after-school study center will be organized.

SCHOOL NO. 2

The program in this school will consist of 30 after-school tutoring classes in the basic skills, in social studies, science, biology, and the commercial subjects. After-school programs in power sewing machine operation, hospital practice, child care, care of the sick and aged, and food service will be organized. A cultural enrichment program during the school day and during after-school hours will be included. A school-community coordinator will be employed to maintain liaison with the home and to coördinate the cooperative efforts of community agencies and the school.

SCHOOL NO. 3

This school will concentrate on an extension of its remedial reading, English, and mathematics programs. For the most part, these programs will be built into the normal school day. A portion of the budget will be expended on cultural activities and for the services of a school-community coordinator.

SCHOOL NO. 4

In-service education for teachers in the fields of remedial reading and speech improvement will be provided in this program. A reinforced instructional program in reading comprehension, speech, grammar, and mathematics will be scheduled in the regular day rosters of approximately 800 students. A portion of the allotment appropriated will be used for equipment, supplies, and instructional materials, including textbooks.

Funds for the programs and services described from pages 14 to 22 are scheduled to begin in September 1964 and have been included in the budget of the Board of Public Education.

PROGRAMS PROPOSED

FOR WHICH FUNDS MUST BE PROVIDED

PLANNING FOR THE FUTURE The new steps already taken by the Philadelphia Public Schools must be followed quickly by bold new approaches to teaching and learning, and by imaginative administrative implementation in order to accomplish the goal of raising educational opportunities to the highest level possible for all children.

To provide the kind of program needed the schools will have to have vastly increased financial support. A good deal of this support must come from local sources, but since the future of our nation is so closely tied to the large urban centers, of which Philadelphia is one, additional financial help must also be forthcoming from the State and Federal governments. No local community can do the job alone, and no community can survive if any large number of its young people is unsuccessful in school.

The Curriculum Subcommittee is convinced that the job must be done and it therefore recommends that planning in the following elementary and secondary school programs should begin now and that implementation should be effected as soon as the additional revenue has been provided.

The Philadelphia Public School System cannot correct or overcome all of the social and economic conditions which face our children. It does accept full responsibility to do everything within its power to overcome educational deficiencies. The educational job can be done, done well, done promptly, but only with the help of everyone who cares about children and their future.

INCREASED EMPHASIS ON INTERGROUP EDUCATION

In order to help all children there should be an increased emphasis on intergroup education at every grade level. This emphasis should take the form of a four-pronged attack involving (1) the required in-service education of all teachers; (2) the preparation and selection of appropriate instruction materials; (3) the teaching of required units of study in intergroup relations; and (4) opportunities for all pupils and teachers to meet and work with a cross section of the socioeconomic and racial groups in the city.

As noted in the opening section of the Curriculum Subcommittee report, this committee did not address itself to the course offerings of the curriculum. However, there is one aspect of course content and subject matter which is directly relevant to the success of the proposed program for integration and educational improvement. This is the aspect of curriculum dealing with the adequate and equitable presentation of racial minorities, particularly the Negro people, in core subject instructional materials and in social studies subject matter. It is the common view that Negro children may not achieve the levels of performance proposed herein, if the image projected to them by text and course content is that of an exclusively white world, in which the long history and present participation of the Negro race is either neglected or distorted. This kind of presentation may develop in the Negro child feelings of separateness and inferiority and may distort the view of white children in matters of race and intergroup relations.

The scarcity of instructional materials in reading, history, current events, etc., which present a fair picture of the contributions of Negroes to American life and culture, is a matter of common knowledge.* As a result of this scarcity, an immediate and adequate remedy is not available. This committee therefore recommends two lines of action which will strengthen and extend present administrative policy:

1) Continuation of present efforts so as to permit careful, extensive and continuous survey of all available texts so as to select the very best examples of proper materials and eliminate all racial stereotypes and distortions. It is our view that appropriate staff should be given direct and continuing responsibility for this function.

2) Initiation of individual projects for the design and writing of texts which meet the criteria above either in cooperation with book publishers or independently, as the case may require.

Additional units of study aimed at furthering intergroup understanding should be prepared and should be required instruction for children at all grade levels.

1

* The Great Cities Research Council, which includes the Philadelphia Public Schools in its membership, is presently working on this problem in conjunction with the Association of Textbook Publishers.

ESTABLISHMENT OF DIVISION OF INTEGRATION AND INTERGROUP RELATIONS

To assure the implementation of the above recommendations, the Curriculum Subcommittee strongly recommends the organization of a Division of Integration and Intergroup Relations,no later than January 1965.* It therefore becomes necessary to insure adequate financial support of this Division from funds available in the 1964 school budget.

---

* See Introduction.

EXPANSION OF SUMMER SCHOOL OPPORTUNITIES

The summer school program, conducted by the School District for the past four years, should be expanded in order to provide facilities for all school children who wish to attend. Remedial help and the strengthening of educational skills will be major aspects of the summer program. The expanded program should also provide opportunities at both the elementary and secondary school levels for academically talented students to pursue advanced courses and for gifted students to develop special talents.

INCREASE IN PSYCHOLOGICAL SERVICES

It has been recognized for a long time that the amount of individual psychological examining service available in the Philadelphia Public Schools should be increased.

Presently, there are thousands of requests made by the schools for psychological examinations of students to help school personnel understand the problems presented by children in the matters of school achievement, social adjustment and personality maladjustment. Many of these requests cannot be met with the present limited staff. The recommendation of the Division of Special Education presently calls for an increase from the current number of 23 examiners to 50. This goal cannot be reached immediately because there is a local and national shortage of trained personnel in this field.

3

The Curriculum Subcommittee therefore recommends the inauguration of a special recruitment program for psychologists together with efforts to encourage the training of additional psychologists.

The cost to the School District for additional positions will be very minimal since there is almost full reimbursement by the State for the salaries of such personnel.

PLAN FOR LIBRARIES WITH INSTRUCTIONAL MATERIALS CENTERS

The Curriculum Subcommittee recommends the development of school libraries in accordance with State and National standards, and further recommends that all school libraries should include the facilities and services of an Instructional Materials Center.

The achievement of this objective must be met in different ways over a number of years because of space problems, because of the wide range in quality of library installations presently existing in the school system, and because of the huge financial appropriation that would be required to do the job all at once. For example, only two of the 198 elementary schools have school libraries staffed by professional librarians, and only about one-half of the elementary schools have any kind of central library.

In order to provide a library in every elementary school with 10 books per child* the book cost alone would be approximately $5,500,000. (The present book collections would reduce this figure to some extent.) Obviously, in addition to the books needed, staff, furniture, equipment and supplies would be needed which would cost approximately $3,000,000. more. Neither of these figures include the cost for additional facilities needed in some schools which cannot accurately be estimated at this time.

---

* American Library Association Standards

In some elementary school situations the only possible solution tothe space problem may be the erection and furnishing of a portable classroom to serve as a Library and Instructional Materials Center. The Curriculum Subcommittee recommends this course of action if no other alternative exists.

Libraries presently exist in each secondary school, staffed by trained librarians. However, the resources differ widely and there is no library that does not need added books.

In view of the complexity of the problem and the obvious difficulties at this time of providing the optimum service, an allotment of $3.50 per pupil should be made annually until the library needs of the schools are met. Each school has to do one or more of the following:

1. Begin the installation of a library.
2. Increase the library collection for a presently existing library.
3. Begin or increase the facilities and services of an Instructional Materials Center.

4. Employ professional personnel.

In order to facilitate the professional establishment of these libraries, a supervisor who is a librarian should be appointed for every district.

AFTER-SCHOOL CENTERS IN EIP SCHOOLS

The use of the facilities of EIP schools should be extended by the establishment of After-School Centers which would be conducted in the afternoon for elementary schools and in the afternoons and/or evenings for secondary schools. These centers could provide children with increased opportunities for educational improvement by making it possible for them to receive tutorial help and by providing a suitable place for them to complete school assignments and projects under professional supervision. Opportunities could also be furnished to enhance growth and development through participation in cultural activities. While these centers should be staffed by more teachers, it is hoped that the services of volunteers would also be utilized.

PROVISIONS FOR ACADEMICALLY TALENTED AND GIFTED CHILDREN

A special fund should be available from which appropriations could be made to pay the costs of extra services, supplies and equipment for unique, challenging, and experimental programs for academically talented and gifted children, which could be undertaken in any school in the system. Specialist teachers should be assigned to programs and activities which meet the educational needs of such children. Every effort must be made to encourage the fullest development of the abilities of academically talented and gifted children.

COOPERATIVE TEACHER TRAINING PROGRAM

One of the greatest needs of all urban school systems is additional teachers with an understanding and appreciation of the children they will teach. The Philadelphia Public Schools in cooperation with Temple University have embarked on a program to improve the quality of teacher training programs for "Inner-City" schools. This is being done under the aegis of the Research Council of the Great Cities.

The developing plans include the organization of demonstration centers, the appraisal of the content and methods of the teacher training program, a review of student teaching practices and internships and a study of theproblem of recruitment and retention of teachers for inner-city schools.

The methods and content of the instructional program in "Inner-City" schools and the problem of school organization will be examined. Experimental approaches will be organized and evaluated. A planning grant from the U. S. Office of Education has been made and upon approval individual city programs will be supported beginning in September 1965.

PROGRAMS FOR ELEMENTARY SCHOOLS

CONTINUATION AND EXTENSION OF EIP IN 1965

The EIP should be continued in the first and second year classes and should be extended into the third year classes in September 1965. Experience and the results of research and evaluation should form the basis for the continuing development of this program.

EXTENSION OF SUPPORTIVE SERVICES THROUGHOUT ALL GRADES IN TWO PILOT SCHOOLS

The Curriculum Subcommittee often speculated about the accomplishments that might result from supplying all of the services that are thought to be useful in a given school situation. It believes that such an experiment has great value and that in two selected elementary schools where room is available the provisions of the EIP and the GCSIP should be extended throughout all grades including kindergarten and pre-kindergarten. The other services recommended in this report should also be provided.

This recommendation would make it possible to appraise the impact on pupil achievement of a unified total school effort and would be useful as a pilot project to guide further planning.

REMEDIAL EDUCATION IN THE BASIC SKILLS

In the entire school system there are presently 25,404 pupils from second to sixth grade inclusive performing one year or more below grade level in reading and 27,779 pupils performing one year or more below grade level in arithmetic. At the end of the third and sixth grades combined, there were 10,695 pupils one year or more below grade level in reading and 11,373 pupils one year or more below grade level in arithmetic.* The Curriculum Subcommittee is committed to the belief that an immediate effort must be made to correct these deficiencies wherever they exist by the launching of three programs described below, each directed at a possible solution to the problem.

1. Establishment of "Check-point" Classes

The establishment of 102 check-point classes of 15 pupils per class to be formed at the end of the third and sixth grades in approximately 39 schools where room can now be found. Fifty-eight additional teachers will be needed to establish these classes. This program would involve 1,530 pupils and would provide a large enough number for judging whether intensified instruction in classes of drastically reduced size can raise levels of achievement. The classroom teacher should assume full responsibility for the schools' instructional program including remedial reading and arithmetic.

2. Appointment of Assistants to Teacher

In other schools where room is not presently available and the need exists, assistants to teachers should be appointed at the ratio of one for every 35 pupils performing one year or more below grade level in the third and sixth grades. The assistants would work with individual children in the classrooms concentrating on assistance with remedial reading and arithmetic under the direction of the classroom teacher. Two hundred eighty-one assistants would be needed. It is assumed that the salary of long-term substitutes ($4,900. per year) can be used as the base for computing the cost of the program. This program would involve approximately 9,800 pupils.

---

* Based on June 1964 data supplied by the Division of Educational Research

3. Appointment of Additional Reading Adjustment Teachers

The school system presently has 139 reading adjustment teachers. On the assumption that such a teacher can serve 100 pupils per day, 26 additional reading adjustment teachers would be necessary to provide one session of remedial instruction per day for each of the 16,566 pupils needing help who would not receive it from the two programs proposed above.

With this program the classroom teacher should assume full responsibility for remedial arithmetic, with the school system providing additional instructional materials for children having difficulty with numbers. Additional in-service training should be provided in the teaching of remedial arithmetic, particularly in the use of new techniques.

These three approaches will provide the most extensive attack on the problem of reading and arithmetic deficiency yet devised in the Philadelphia Public Schools. Careful evaluation should serve to guide in the planning of such programs for the future.

EXPANSION OF KINDERGARTEN FACILITIES

It is estimated that approximately half (or 9,100) public school children, eligible for kindergarten admission in September 1965, will not be enrolled. This is due primarily to the present voluntary nature of kindergarten enrollment and to limited facilities. The Subcommittee on Curriculum recommends strongly that an all-out campaign be conducted to enroll all eligible children in kindergartens and to develop the conception of the kindergarten as an integral and required part of the elementary school program.

If all kindergarten eligibles could be enrolled, 140 additional kindergartens would be required. When space in a given school is unavailable portable classrooms should be built to provide the needed facilities.

The indications point to easier adjustment to formal learning and better performance in first grade on the part of those children who have kindergarten experience. Therefore, it is essential to provide such experience for every child.

PREKINDERGARTEN CLASSES

The Curriculum Subcommittee is convinced that in the long run much more attention must be paid to the preschool child than has formerly been assumed necessary - particularly the child who comes from an impoverished background; the child who now may begin his schooling not knowing his full name, not knowing the names of the parts of his body, having almost none of the background which a first grader needs in order to learn to read. In too many cases to date, teachers' expectations have been unrealistic when the difficulty has been one of communication, with the teacher unaware of the great gaps in the child's experience and the child completely bewildered by expectations couched in unfamiliar terms. Somehow the gaps must be filled before first grade when it is time for the child to learn to read.

It is obviously impossible to establish the necessary additional kindergarten and prekindergarten classes at the same time and kindergarten must take precedence. However, the Public Schools must gain additional experience quickly and plan for a rapid expansion of prekindergarten education. As soon as possible, 10 additional prekindergarten classes should be established in EIP schools with available space. Such classes would make it possible for children to gain enriched experiences, to build skills in listening and speaking, to develop intergroup understandings and to form essential habits. The performance of all prekindergarten children must be watched as they progress through the grades to see how much difference in performance results.

EXPANSION OF COUNSELING SERVICE IN EIP AND GCSIP SCHOOLS

The counseling service available to children in EIP and GCSIP schools should be expanded to guarantee that each child is guided into programs and activities that will challenge his full potential. In addition, children with problems of adjustment can be helped to solve these problems before they become serious. One counseling teacher should be assigned to a maximum of 500 children. This would require the appointment of approximately 70 additional counseling teachers.

INCREASE IN FACILITIES FOR EMOTIONALLY DISTURBED CHILDREN

The 10 classes for emotionally disturbed children should be increased to 18 by June 1965 to provide for more children who are in need of such help. These classes, numbering eight pupils per class, are conducted by specially trained teachers and have the benefit of as much psychiatric consultation and guidance as is presently possible to provide. The children are given specialized, individualized help.

Estimates of the optimum number of classes needed is 125. A more attainable goal has been proposed by the Division of Special Education aimed at the formation of 60 to 65 classes by June 1970. The development of these classes must be gradual because trained teachers in this field are in very short supply and because the availability of the services of psychologists and psychiatrists is critically inadequate.

The additional cost to the school system will be minimal inasmuch as the State reimburses the system for most of the additional cost of these classes.

KINDERGARTEN-AIDES IN EIP AND GCSIP SCHOOLS

The average kindergarten class is too large for individualized attention, particularly when children come to school with limited training. Therefore, a kindergarten-aide (non-certified) should be provided for all kindergartens in the EIP and GCSIP in order to help the teacher carry out an effective, structured program. Additional help should be encouraged through the services of volunteers. A course for the training of kindergarten-aides should be established in the comprehensive and technical high schools.

Ninety kindergarten-aides would be required at an annual salary of $3,000.

PROGRAMS FOR SECONDARY SCHOOLS

REDUCTION OF CLASS SIZE

In order to facilitate effective learning in those secondary schools requiring special help, actual class size should be reduced to a maximum of 25 students per class. This can be accomplished by the assignment of additional teachers, the utilization of more non-teaching assistants for non-instructional tasks and the transfer of extracurricular and administrative duties when possible to after-school or summer hours. These means will make it possible to assign every teacher to the maximum number of teaching periods.

Compensation should be provided to teachers for after-school activities.* This could be less expensive than using professional time for extracurricular activities and administrative duties. Staggered school admission and dismissal times should be planned where necessary to effect reduction in class size.

To implement this program in the 4 senior high schools, 10 additional teachers and 9 non-teaching assistants would be needed, plus a sum for the compensation of teachers for after-school activities. In the 9 junior high schools, 86 additional teachers and 48 non-teaching assistants would be needed, plus a sum for the compensation of teachers for after-school activities.

---

*The school system should consider the inauguration of 12-month contracts for a sizeable number of teachers and administrators.

INTENSIVE REMEDIAL READING PROGRAM

The number of 10th grade students city-wide whose reading skill is one year or more below grade level is approximately 6,020.* In view of this fact, it is recommended that an intensive remedial reading program for students showing such reading retardation be instituted in 10th grade in all high schools.

This program should include four basic elements. In-service training in reading instruction should be furnished to all teachers of 10th grade English. For these students requiring remedial help, reading instruction should form the basis for the 10th grade English program. More varied approaches and interesting instructional materials should be utilized and efforts should be made to keep pace with experimental developments which hold promise of providing dramatic new methods of teaching reading to secondary school youth. Extra remedial reading teachers should be assigned to schools in which there is a large percentage of students who are severely retarded in reading.

SUPERVISORS OF INSTRUCTION FOR JUNIOR HIGH SCHOOLS

The greatest number of substitutes is found on the junior high school level** and many subjects are taught by teachers who have specialized in other areas of instruction. Therefore, supervisors of instruction who are subject matter specialists should be assigned on the basis of one for every 400 students in the 9 junior high schools requiring special help. Thirty-nine supervisors would be needed. These personnel would work directly with teachers in the major subject areas (English, Mathematics, Science, Social Studies, Foreign Languages) in order to help to improve the quality of instruction. While furnishing supervision and assistance to all teachers, they would give particular attention to newly appointed teachers and substitutes.

---

*Statistics furnished for 1963 by Division of Educational Research

**Pages 94 - 95

INCREASE IN COUNSELING SERVICE

Career choices are made by many students during their secondary school years. It is essential therefore that all students be encouraged to follow courses designed to challenge them to the fullest. Unless guidance becomes more individualized than it is at present, students may not receive such challenge. Therefore, counseling service in the secondary schools designated as requiring special help should be increased in order to provide one counselor for every 350 students. Additional secretarial service should be furnished for these counselors to make it possible for them to devote full time to work with students and their families by relieving them of record keeping and other clerical duties.

Nineteen additional counselors would be needed for the 4 senior high schools and 8 would be needed for the 9 junior high schools. This would make possible a more effective approach to helping students with educational and social problems. Initially, 1 additional secretary should be assigned to each school to provide secretarial help for the counselor. It is hoped that more effective counseling would also reduce dropout rates among students.

EXPANSION OF SCHOOL-WORK PROGRAM

The school-work program should be expanded through a joint effort on the part of the school system and the city government to provide at least 3,000 additional job opportunities for high school students. This would make it possible for a significant number of additional students to continue their schooling and work on a part-time basis. The job opportunities should be planned and selected so that the employment of adults would not be adversely affected.

A large share of the costs of this kind of program might be met through the provisions of the Economic Opportunity Act of 1964.

MOTIVATION AND CULTURAL ENRICHMENT PROGRAMS

In each of the 4 senior high schools designated as needing special help, motivation and cultural enrichment programs, similar to "Wings" and "Kite and Key" described on page 82, should be continued and expanded.

A coordinator should be appointed to serve the 4 schools to help them with the problems of planning and scheduling programs of cultural value.

LOOKING AHEAD

There are other proposals which the Subcommittee on Curriculum considers essential to the further development of the Philadelphia Public Schools. These programs must be undertaken just as soon as the resources - human, financial and physical - can be made available. They are no less important than the programs recommended for adoption in 1965. However, the Subcommittee on Curriculum realizes that not every desirable program can be launched immediately, and therefore suggested priorities which may be helpful to The Board of Public Education in planning for the future of the schools.

More Prekindergarten Education

The Subcommittee on Curriculum believes that there should be a greater emphasis on earlier schooling, particularly for the child who needs special help. It therefore recommends that the School Board begin immediately to develop structured prekindergarten programs and to train teachers to teach these classes. In addition to the establishment of the experimental prekindergarten classes mentioned on page 82, just as soon as funds are available, The Board of Public Education should provide prekindergarten classes for all three and four-year-olds who will be attending the EIP and GCSIP schools. Classes should be extended to all other schools as quickly as possible, and should be made compulsory. Great flexibility should be used in planning these programs so that many differing approaches to teaching the preschool child can be tried. This is a relatively new field, at least for public school systems and, consequently, experimentation and careful evaluation must accompany this program. Volunteer help should be considered in the launching of these programs as well as the use of community buildings, if necessary, to avoid the delays that will be occasioned by waiting for the construction of the necessary classrooms.

The Subcommittee on Curriculum believes that money spent in the prekindergarten years will in the long run reduce the amounts of money necessary for remedial and supportive services.

Grade Organization

The typical grade organization in the Philadelphia Public Schools is K to 6; 7 to 9; and 10 to 12. However, there are many exceptions to this pattern such as K to 7 and K to 8 elementary schools; and 7 to 12 and 9 to 12 high schools.

The question is being asked all over the country: What is the best pattern of school organization? A definitive answer is not known, but it is important to examine some of the reasons for raising the question. In the urban centers the junior high schools (grades 7 to 9) are difficult to staff and are generally conceded to present the most trying teaching situations. The transitional and exploratory functions of the junior high school are being challenged. Greater emphasis on subject matter has created a tendency to turn toward grades 9 to 12 senior high schools.

Simple juggling of the grade pattern is obviously not the answer. The best approach is to try various patterns and evaluate the relationship between the pattern of organization used and its effects on teaching, achievement, administration, school climate and faculty and student morale. In pursuit of this aim the Subcommittee on Curriculum recommends that in the 1965-66 school year a 4-4-4 grade pattern be established in several areas in the city where the junior high school problem is most critical.*

A Continuous Progress Primary Program has just completed its first three years of operation. It is recommended that an evaluation of this program should be undertaken at the earliest possible time.

---

* Report of Subcommittee on Sites, Buildings and Facilities

The report of the Subcommittee on Sites, Buildings and Facilities recommends the application of the Princeton Plan and also recommends that a feasibility study should be made of the concept of the Educational Park. The Curriculum Subcommittee agrees that such experimentation is desirable and is most conscious of the need for careful curriculum planning to accompany any change in organizational pattern.

Occupational Skills

A major responsibility of a school system is the preparation of youth for successful vocational pursuits. It is essential that students be guided adequately, encouraged to set their sights as high as possible, and to pursue careers in which they have potential interest and aptitude. Courses offered in the secondary schools should be varied and kept "up-to-date" to help students prepare for the world of today and tomorrow.

Basic reading and computation skills are essential for any vocational pursuits. Unskilled jobs are becoming increasingly rare and the schools must design programs with this in mind. Modern fully-equipped shops should be furnished. Additional on-the-job training programs should be established in cooperation with industry. Provision should be made for the further expansion of school-work programs. College preparation courses should be expanded and intensified. Students pursuing commercial courses should be provided with opportunities to utilize modern office equipment of every type.

The rapidly expanding era of automation and technology requires manpower, well equipped with the basic educational tools and with a broad enough spectrum of vocational skills to make job transition easier.

School Lunchrooms in Elementary Schools

Many thousands of the city's elementary school children come to school from homes in which both parents are employed. Consequently, many children of elementary school age are unsupervised during the lunch hour and may not be able to enjoy a suitable lunch meal. The Subcommittee on Curriculum believes that lunch facilities should be provided in all elementary schools. While, admittedly, this would be impossible to effect immediately because of limited space, the provision of lunchrooms should be a goal toward which the school system should move at the earliest possible time. All new buildings should include lunchrooms. Non-teaching assistants should serve as the trained supervisors of school lunchrooms.

Laboratory and Demonstration Schools*

The Subcommittee on Curriculum recommends the establishment of laboratory and demonstration schools in each school district of the city so that new methods of teaching may be observed by all teachers and experimentation with organization, instructional materials and machines can be conducted. While innovation should be encouraged in all schools, the establishment of centers where new programs can be undertaken under carefully controlled conditions would tend to spread new ideas and methods more rapidly throughout the city. The children attending such schools should represent a cross section of the community with no special recruitment on the basis of ability or IQ.

If it is possible, a relationship should be established for each laboratory and demonstration school with a university or college in order to use the resources of those institutions and to spread knowledge of the problems of the city's schools to the teacher training centers.

Additional Experimentation and Evaluation

The Subcommittee on Curriculum recommends that a substantial sum for the purposes of experimentation and evaluation become part of the annual School Board budget.

---

* It is understood that the Odell Survey Committee will give detailed recommendations for these schools.

Libraries with Materials and Resource Centers

The Subcommittee on Curriculum recommends that Libraries combined with Materials and Resource Centers be established in every school in the system. Such centers should serve as facilities for the housing of large varieties of reference books, science equipment, maps, graphs and charts, filmstrips, models, exhibits and related displays, as well as 10 books for every child in the school. Teachers would draw upon the resource centers in order to make their classroom instruction more effective and should plan the use of instructional materials with the librarian. These centers would make it possible for all students in school to benefit from a much more complete supply of instructional materials than could be available in individual classrooms. A full-time trained librarian, also qualified as an instructional materials specialist, should be part of each school's faculty.

All school libraries should conform to the standards of the American Library Association. It is recognized that while this goal cannot be reached immediately, it is one toward which the school system should move as rapidly as possible.

Psychological Services and Classes for Emotionally Disturbed Children

Psychological services should be readily available to teachers for children who present severe educational and emotional problems which impede teaching and learning. The tendency to withdraw or to be aggressive, the inability to co-operate with one's peers, and habitual inattentiveness often are the symptoms of difficulties which need professional attention. Teachers should be helped by trained psychologists to meet the adjustment problems of the children they teach.

The amount of psychological service should be adequate to meet the continuing school needs as well as emergency situations which may arise and as rapid progress as possible must be made in the establishment of classes for children who are so disturbed emotionally that they cannot function in a regular class.

Testing Program

While acknowledging the value of testing programs related to courses of instruction, the Subcommittee on Curriculum believes that the Philadelphia schools should also measure pupil achievement against national standards. The whole area of testing is too technical for specific evaluation by a lay committee. The Subcommittee on Curriculum understands that the testing program of the Philadelphia Public Schools has been studied by the Odell Survey Committee. It strongly recommends that the Odell Survey Committee suggest a method that will enable the Philadelphia schools to test student performance against the performance of students in other school systems. Aware of the limitations of the present testing programs, reflecting cultural bias as they do in many cases, the Subcommittee on Curriculum recommends the exploration of new methods of testing, particularly of underprivileged children.

Classroom Assistants

It may continue to be difficult to secure all of the professionals needed for the public schools. Therefore, there must be an ever increasing use of teachers for teaching and administrative personnel for purely professional duties. The School Board should consider the establishment of training courses for non-professional personnel who could assist with the myriad non-teaching duties of the school system. Certain tasks such as rostering, can and should be automated. All of the skills and know-how of our modern technological world should be utilized in freeing teachers for the professional instructional job for which they are trained and to which they are dedicated.

School Buildings

The Board of Public Education in January 1964 stated as policy that its goal would be elementary classes of 30 and secondary classes of 25. This must be accomplished as rapidly as possible.

If the current pupil enrollment were placed in classes of 30 for elementary and 25 for secondary pupils, over a thousand additional classrooms would be needed. This is in addition to expected enrollment increases and the schools presently under construction and those being planned.

In addition to an increase in the rate of building schools, there should be experimentation with new and more flexible types of school buildings. Education is in a state of flux and new buildings should be built to permit team teaching, programed instruction, closed-circuit TV or to be readily adaptable for whatever lies ahead. The School Board should thoroughly explore the further use of school buildings as community facilities and adult education centers.

The Subcommittee on Curriculum recommends that a highly accelerated building program be set in motion immediately.

Special Education

The Subcommittee on Curriculum has not addressed itself, except tangentially, to the program of special education for physically and mentally handicapped children and for children who present severe disciplinary problems in school. Approximately 4% of the children who attend the Philadelphia Public Schools attend these special classes. It is to be hoped that the report of the Odell Comprehensive Survey Committee will submit a series of recommendations relating to this program and suggest ways in which it may be improved.

Speech Improvement Programs

Many children in the Philadelphia Public Schools have a problem of communication because of differences in speech patterns. What are acceptable inflections, idioms and grammatical usage at home and in the neighborhood, may be almost unintelligible in school.

Ways must be found to develop new methods of teaching standard speech patterns which will enable the child to be understood clearly and to become confident of his ability to communicate in a manner that will be an asset in social and vocational situations.

Speech improvement must be a regular part of the total school program.

Coordinated Planning for Children

The school should be organized as a coordinating center for community agencies which render specialized help to children. Where desired, and when school facilities are available, certain community agencies might be housed in schools, thus making it possible to render more efficient service to the child and to his family. For example, a public health agency with facilities in a school building could work much more closely and directly with school counselors in furnishing help when necessary. Certainly, the school system should explore such possibilities with city and community agencies when planning new schools.

SUMMARY

The Subcommittee on Curriculum, like the other two subcommittees, believes that an integrated education is the best education. However, it recognizes that the mere combination of pupils does not guarantee quality education.

It agrees that its goals should be the achievement, by every child in the school system who has the inherent ability to do the work, of at least grade level performance; the stimulation and motivation of every child to reach his highest potential; and the development of mutual respect, understanding, and cooperation among all children.

The Subcommittee on Curriculum was primarily concerned with the quality of the public educational program being offered in Philadelphia, realizing that it has major implications for both white and Negro children and, in fact, for the very future of our city.

The most strongly held belief of the Subcommittee on Curriculum is that the quality of education in the Philadelphia public schools should be improved, as it can be, with the support of the people of Philadelphia. Perhaps its next strongest conviction is that special help should be furnished first where the need is greatest for those students and in those grades where it is most necessary. As rapidly as possible, successful practices should be extended for the benefit of all children in our schools. The worth of any program or practice should be determined through periodic review and continuous, professional evaluation which must become an integral part of the work of the school system.

Next, the Subcommittee on Curriculum believes that education for the underprivileged child must start much earlier than it presently does and that programs must be developed for 3, 4 and 5 year olds that will prepare them for formal education.

In addition, special services should continue to be supplied in the early grades in order to assure the acquisition of good basic skills.

A concentrated remedial program should be provided for students who are performing below average grade levels and opportunities should be offered for special broadening cultural and social experiences that may help in the motivation of students.

The other aspects of the programs prepared by the Subcommittee on Curriculum emphasize additional opportunities for all students in the Philadelphia public schools --average students and those who are academically talented as well as those who are doing below average work. The facilities, services and materials used by the schools must be improved and substantially increased. More non-professional aides should be used in the schools to free teachers for teaching. The role of the schools as a community resource should be broadened with a greater extension into afternoon and evening use for students and the communities in which they live. Much greater emphasis needs to be placed on the content and quality of in-service education, and intergroup education should be a required part of the in-service training of all teachers.

The success of the entire program, as in any educational venture, will depend greatly upon the ability, aptitude and determination of the teachers, supervisors and other school personnel. The Subcommittee on Teacher Training has spoken of the new and intensified efforts that will be exerted in teacher recruitment. The Subcommittee on Curriculum would like to reiterate the need for such a program and express its belief that additional able teachers can be attracted to teach in Philadelphia if a stimulating intellectual climate is provided for teaching. The Board of Public Education and the administration must make every effort to create a school system where excellence is the password and where merit in professional achievement is recognized and rewarded.

The proposed plans for intergroup study programs can make a significant contribution toward integration and educational equality but their complete success will be determined by the attitudes of the instructors. It is essential that the School Administration issue specific directives and guidance on this to all teachers and to every principal. These directives must make clear that the teacher is governed by a code that allows no compromise with prejudice and discrimination, nor does it permit of any overt or covert opposition on the part of employes of the school system to the stated policies and objectives of The Board of Public Education. To reach our expectations there must be whole-hearted acceptance of the precepts underlying Board policy. The teachers' responsibility in a positive program for integration extends beyond the mere formal acceptance of educational equality; each teacher must view each child as an individual, without pre-judgment as to the child's inherent abilities or achievement potential. Only on this basis can our school system develop in each pupil the convictions as to human dignity and worth which are essential to morale, to learning and to progress.

PROGRAMS RECOMMENDED BY THE COMMITTEE ON NONDISCRIMINATION THAT WILL BE INITIATED BY THE SCHOOL SYSTEM IN SEPTEMBER 1964 FOR WHICH FUNDS HAVE BEEN BUDGETED

1. Continuation of EIP in first-year classes and extension into second year classes of the 61 schools.
2. Introduction of EIP provisions into first and second year classes of 7 additional schools.
3. Special supportive services for sending and receiving schools involved in boundary changes and student transfers in September 1964.
4. Continuation of the Great Cities School Improvement Program in 6 elementary schools and one junior high school.
5. Continuation of experimental prekindergarten programs.
6. Experimentation in beginning reading.
7. Experimentation in concept development.
8. Special help programs in 9 selected junior high schools.
9. Special help programs in 4 selected senior high schools.
10. Research and evaluation of EIP and GCSIP.

PROPOSAL FOR THE ESTABLISHMENT OF A DIVISION OF INTEGRATION AND INTERGROUP RELATIONS

The Subcommittee on Curriculum believes that the establishment of a Division of Integration and Intergroup Relations is so important in carrying forward the momentum gained as a result of the work of the Committee on Nondiscrimination that it should be established no later than January 1, 1965. Adequate funds should be made available from the 1964 School Board Budget.

Estimated Cost	$185,000

PROGRAMS RECOMMENDED FOR WHICH NEW FUNDS MUST BE PROVIDED IN 1965

THE COST OF THESE PROGRAMS

It is extremely difficult and perhaps rash for an advisory committee to estimate the costs of programs but we believe there is an obligation to inform the community in general terms of the financial implications of the programs prepared. While the figures used for specific programs may not be the ones finally arrived at by The Board of Public Education, they provide a bench mark and will indicate possible sums that may be needed for these programs.

The total recommended increase for the 1965 school budget represents less than 8% of the 1964 budget. When one considers the gravity of the problems which should be tackled and the implications for the future of Philadelphia and our country if we fail to provide an adequate education for large numbers of children, the expense can easily be justified.

The Subcommittee on Curriculum believes that, if the Economic Opportunity Act of 1964 is passed by Congress, many of the proposed programs should receive substantial Federal assistance. No better investment of tax funds can be made than in the education of our youth. One must not forget the challenge posed to our Nation if we permit any child to leave school without having been stimulated to do his best and prepared to make a contribution to his time. Additional foundation help can probably be secured as well for educational programs which point new directions.

To be completely practical, the cost to educate is small compared with the cost of failing to educate, and we must face the fact that for at least a generation, expenditures for public education in Philadelphia have fallen far below need. Philadelphia still spends less per pupil than any other large city school system in the United States.*

Somehow we must catch up!

---

*According to National Education Association statistics

PROGRAMS RECOMMENDED FOR WHICH NEW FUNDS MUST BE PROVIDED IN 1965

For Both Elementary and Secondary Schools

		Estimated Cost
1.	Expansion of summer school opportunities to provide facilities for all school children who wish to attend	$ 350,000
2.	Increase in psychological services	2,400
3.	Increase in books and facilities for libraries with instructional materials centers for all schools	1,000,000
4.	Establishment of After-School Centers for elementary pupils in EIP and GCSIP schools and students in secondary schools needing special tutorial help	650,000
5.	Expansion of provisions for academically talented and gifted children	900,000
6.	Provision for home-school coordinator service in each EIP and GCSIP school needing special help	385,000
7.	Establishment of cooperative teacher training program to improve the quality of teaching in "inner-city" schools	no estimate available

PROGRAMS RECOMMENDED FOR WHICH NEW FUNDS MUST BE PROVIDED IN 1965

For Elementary Schools

	Estimated Cost
1. Continuation of EIP in first and second year classes and extension into third year classes in September 1965	$ 1,000,000
2. Extension of EIP and supportive services throughout all grades in two pilot schools to appraise impact on pupil achievement of unified total school effort	82,000
3. Remedial education program in basic skills based on establishment of "check point" classes for pupils at the end of third and sixth grades; assignment of assistants to teachers; increase in number of reading adjustment teachers; and additional arithmetic materials	1,925,000
4. Expansion of kindergarten facilities to provide all eligible children with a year's kindergarten experience	2,185,000
5. Establishment of pre-kindergarten classes in 10 EIP schools as a step toward further expansion	170,000
6. Expansion of counseling service in EIP and GCSIP schools on the basis of one to 500 children	335,000
7. Increase in facilities for emotionally disturbed children	4,000
8. Assignment of kindergarten aides in EIP and GCSIP schools to help the teacher carry out an effective structured program	250,000

PROGRAMS RECOMMENDED
FOR WHICH NEW FUNDS MUST BE PROVIDED
IN 1965

For Secondary Schools

		Estimated Cost
1.	Reduction of class size to 25 in secondary schools requiring special help	$ 735,000
2.	Intensive remedial reading program aimed at all 10th grade students functioning a year or more below grade level	75,000
3.	Assignment of supervisors of instruction for junior high schools requiring special help on basis of one for every 400 students	340,000
4.	Increase in counseling service in all secondary schools needing special help on basis of one for every 350 students	150,000
5.	Expansion of school-work program through joint effort on part of school system and city government to provide at least 3000 additional job opportunities for high school students	120,000
6.	Expansion of motivational and cultural enrichment programs in 4 senior high schools designated as needing special help	40,000

LOOKING AHEAD

The proposals listed below indicate directions which the Subcommittee on Curriculum believes must be taken in planning for the future of the schools:

1. Increased emphasis on earlier schooling, particularly for the child who needs special help, including development of structured pre-kindergarten programs and training of teachers for these classes.
2. Experimentation in new grade organizational plans with accompanying careful curriculum planning.
3. Expansion of courses and facilities to prepare students for their life's work.
4. Establishment of lunchroom facilities in all elementary schools.
5. Establishment of Laboratory-Demonstration schools in each district.
6. Expansion of provisions for experimentation and evaluation.
7. Establishment of libraries with materials and resource centers in each school, conforming to established standards.
8. Expansion of psychological services and classes for emotionally disturbed children.
9. Provision for testing student achievement against national standards.
10. Increased use of non-teaching assistants to free teachers for professional duties.
11. Extension of automation where possible for rostering and pupil accounting.
12. Provision of facilities to make it possible to reduce elementary classes to 30 and secondary classes to 25 and to provide more flexible school buildings.
13. Establishment of speech improvement programs in all schools.
14. Organization of school as coordinating agent for certain community services.
15. Continued improvement of programs for children needing Special Education.

SUBCOMMITTEE ON CURRICULUM

MEMBERSHIP

Mrs. Albert M. Greenfield, Chairman

Mrs. Gertrude Barnes
Mrs. Mitzi Barnes
Dr. Charlotte Epstein
Mr. Maurice B. Fagan
Mrs. Abraham Freedman
Mr. Lary Groth
Mr. David A. Horowitz
Mr. George Hutt
Mrs. Edyth H. Ingraham
Dr. Bernard G. Kelner
Mrs. John B. Kelly
Mr. Harry G. Kuch
Mr. James B. MacRae
Mr. Morris S. Miller
Miss Celia Pincus
Mr. Robert L. Poindexter
Dr. I. Ezra Staples
Mrs. Marion L. Steet
Mr. Martin J. Warnick
Mrs. Joseph Williams

Education Improvement Program Steering Committee

Mrs. Albert M. Greenfield, Chairman

Mrs. Gertrude Barnes
Miss Celia Pincus
Mrs. Marion L. Steet

Elementary School Task Force - Mr. Martin J. Warnick, Chairman

Mrs. Mitzi Barnes
Mrs. Gertrude Barnes
Mr. Samuel P. Beard
Mr. Edward Braxton
Miss Anne Cohen
Mrs. Abraham Freedman
Mrs. Edna W. Griffin
Mr. Frederick D. Holliday
Mr. George Hutt
Rev. Frank Kensill
Mrs. Mae McCrary
Mrs. Alice Spotwood

Junior High School Task Force - Dr. Bernard G. Kelner, Chairman

Dr. Charlotte Epstein
Mr. Anthony Giampetro
Mr. Charles A. Highsmith
Mrs. Jessie Hoggard
Mrs. Edyth H. Ingraham
Rev. Charles S. Lee
Mr. James John McGee
Mr. Harry M. Orth
Mr. Charles R. Parness
Miss Celia Pincus
Mr. Joseph Watlington
Mrs. Joseph Williams

Senior High School Task Force - Mr. Morris S. Miller, Chairman*

Mr. Charles Benham
Miss Mary Paula Dunn
Mr. Maurice B. Fagan
Dr. I. Lewis Horowitz
Mr. James B. MacRae
Mr. Samuel Malkin
Thomas M. Reed, Esq.
Rev. Thomas J. Ritter
Mr. Martin Rosenberg
Mrs. Rebecca N. Segal
Mrs. Marion L. Steet
Mrs. N. C. Stewart
Mr. Charles S. Tomlinson

Intergroup Education Committee

Mrs. Mitzi Barnes
Mrs. Mary Constantine
Mr. Maurice B. Fagan
Mrs. Edyth H. Ingraham

---

* When the Senior High group was formed Dr. Ruth W. Hayre served as Chairman; but because of the press of her duties as Auxiliary District Superintendent this assignment was later given to Mr. Morris S. Miller.

SUBCOMMITTEE ON CURRICULUM
MEETING DATES

The Subcommittee on Curriculum held frequent meetings during the course of the past school year for periods of 1½ to 5 hours each, and the EIP Steering Committee met dozens of times in the summer of 1963 and throughout the school year 1963-64. In addition, each Task Force held its own meetings.

Curriculum Subcommittee	Elementary Schools Committee	Junior High Schools Committee	Senior High Schools Committee
July 2, 1963	Feb. 5, 1964	Feb. 5, 1964	Feb. 5, 1964
July 18	Feb. 17	Feb. 19	Feb. 28
July 30	Mar. 9	Mar. 4	Mar. 5
Aug. 13	Mar. 30	Mar. 17	Mar. 19
Aug. 27	Apr. 13	Apr. 1	Apr. 16
Oct. 1	Apr. 20	Apr. 15	Apr. 30
Oct. 15	Apr. 27	Apr. 28	May 20
Nov. 21		May 13	June 2
Nov. 26		May 27	
Dec. 10		June 10	
Jan. 28, 1964			
Mar. 10			
Apr. 6			
Apr. 21			
May 4			
May 19			
June 1			
June 8			
June 15			
June 24			
June 30			

SECTION IV

REPORT OF THE
SUBCOMMITTEE ON TEACHER TRAINING AND PERSONNEL

SUBCOMMITTEE ON TEACHER TRAINING

MEMBERSHIP

Mrs. John F. Lewis, Chairman

Dr. F. Bruce Baldwin, Jr.
Dr. Frederick H. Barth
Miss Cathleen M. Champlin
Mr. Terry Chisholm
Mrs. Mary Constantine
Mr. Samuel Cooper
Rev. E. Luther Cunningham
Mr. William M. Duncan
Mrs. Joseph Ewing
Mr. Joseph G. Feldman
Mr. Andrew Freeman
Dr. Murray Friedman
Dr. Carl Grip
Dr. Ruth W. Hayre
Mr. Russell M. Leonard
Mr. Floyd L. Logan
Mr. Raymond S. Newman
Mr. E. Washington Rhodes
Dr. Carleton G. Richards
Mr. John B. Taulane
Mr. Philip L. Turner

SUBCOMMITEEE ON RECRUITMENT

Dr. Carl Grip, Chairman

Mr. Louis R. Ballen
Mrs. Joseph Ewing
Dr. Murray Friedman
Dr. Ruth W. Hayre
Mr. Raymond S. Newman
Mr. E. Washington Rhodes
Mr. Philip L. Turner

SUBCOMMITTEE ON EXAMINATIONS

Dr. F. Bruce Baldwin, Jr. Chairman

Mr. Louis R. Ballen
Mr. A. Alvin Blumberg
Miss Cathleen M. Champlin
Mrs. Mary Constantine
Rev. E. Luther Cunningham
Mr. Floyd L. Logan
Mr. Thomas Rosica
Mr. Frank Sullivan

SUBCOMMITTEE ON ASSIGNMENT OF TEACHERS -

Mrs. John F. Lewis, Chairman

Mr. Louis R. Ballen
Mr. William M. Duncan
Mrs. Mary Constantine
Mrs. Elsie Cross
Mr. Philip Davidoff
Mrs. Joseph Ewing
Mr. David A. Horowitz
Rev. Joseph T. Kirkland
Mr. Oliver Lancaster
Mr. Russell M. Leonard
Mr. Walter O'Brien
Miss Celia Pincus
Mr. E. Washington Rhodes
Mr. David B. Rotenberg
Mr. John A. Ryan
Mrs. Marion L. Steet
Dr. Allen H. Wetter

AD HOC STUDY GROUP ON SUBSTITUTE TEACHING SERVICE -

Mr. Floyd L. Logan, Chairman

Mr. Louis R. Ballen
Miss Cathleen M. Champlin
Mr. Albert J. D'Nuncio
Mr. William M. Duncan
Dr. Carl Grip
Dr. Ruth W. Hayre
Mr. David A. Horowitz
Mr. Russell M. Leonard
Mr. Walter R. Livingston, Jr.

SECTION IV

SUMMARY
RECOMMENDATIONS OF THE SUBCOMMITTEE ON TEACHER TRAINING AND PERSONNEL (WITH NOTE OF IMPLEMENTING ACTIONS)

1. Recommendation:

To the Division of Examinations - that the form allowing a candidate on the eligibility list to state preference of schools in accepting an assignment be dropped.

Action:

Discontinued - by order of Superintendent - September 1963.

2. Recommendation:

That steps be taken to equalize the number of substitutes serving in each district throughout the system.

Action:

On September 26, 1963 an administrative procedure was drawn up by the Superintendent and accepted by The Board of Public Education in compliance with a directive from the Court, which permitted the appointment of teachers from the eligibility list only to schools with vacancy rates of over 10% and required that any teacher who refused an assignment should automatically be placed at the bottom of the list. All voluntary transfers from the over 10%vacancy schools to less than 10% vacancy schools also was prohibited.

This policy has been in effect since October 1963 and is proving helpful in equalizing the distribution of substitutes.

3. Recommendation:

That lists of available and anticipated vacancies in appointive positions be sent to all schools, together with the criteria governing the positions to be applied in the selection of each person.

Action:

First list sent out to all schools by the Superintendent in December 1963.

Future Action:

Refinements of the criteria for greater objectivity will be worked out by the Personnel Director by September 1964.

As vacancies occur criteria will be announced.

4. **Recommendation:**

That the Board of Public Education authorize the establishment of a Central Personnel Department.

Action:

Policy adopted Janiary 7, 1964 establishing the Personnel Office and instructing the department to "make appointments on merit with increased racial and ethnic integration as a second important concern."

Alfred B. Hebeisen appointed Personnel Administrator and took office May 1, 1964.

5. **Recommendation:**

That the examination procedure be expanded to include giving examinations for positions of junior and senior high school principals and for assistant directors.

Action:

Policy adopted by Board of Education, May 12, 1964, that all candidates for junior and senior high school principalships and assistant directorships be selected by examination.

Rating Board be given power to rate candidates for secondary as well as elementary principalships - referred to administration for implementation. Will be in effect September 1964.

6. **Recommendations:**

That examination procedures be revised (a) to permit provisional appointments of college graduates before they take their examination, (b) to allow National Teachers Examinations and written local examinations to be given on college campuses.

Action:

Recommendations made with necessary changes in the By-Laws of the Board of Public Education Policy (June 9, 1964) and referred to administration for implementation.

Provisional appointments of college graduates before they take their examinations will be in effect as of September 1964.

National Teachers Examinations and written local examinations will be given on college campuses starting in Spring 1965.

7. Recommendations:

That technical changes in examination procedures be made including certain limitations in length of examinations and the use of a bank of questions by the Division of Examinations.

Action:

Referred to administration for implementation.
Will be in effect October 1964.

8. Recommendation:

That all professional Oral Examination Committees be biracial.

Action:

Approved May 12, 1964 - to be implemented by Personnel Director.
Now in effect.

9. Recommendation:

That certain deficiencies be corrected in the substitute teacher service.

Action:

Approved and referred to administration for implementation May 12, 1964.
Will be in effect as of October 1964.

10. Recommendation:

That Personnel Office be responsible for the development of a fully staffed Recruitment Division, to develop recruitment policies and practices to attract personnel.

Future Action:

Study to be made by Personnel Office and recommendations brought to the Board of Education.
Will be in effect January 1965.

11. Recommendation:

That the present policy of granting credit for prior experience be liberalized in order to attract teachers from other systems.

Action:

Personnel Office is making a study and will present recommendations to the Board of Education in September 1964.

Future Action:

Recommendations will be in effect during 1965-66.

12. Recommendation:

That particular attention be given to new assignments or transfer of principals in order to give Negro principals experience in schools with a low percentage of Negro pupils and staffs.

Action:

Referred to Associate Superintendent for Elementary Education for implementation. Two such assignments are scheduled for September 1964.

13. Recommendation:

That an experimental voluntary exchange plan for teachers be formulated to hasten the rate of racial integration in school faculties and be tried out for a two-year period.

Action:

Principles for implementing such an exchange program have been drawn up by the Superintendent in conferences with representatives from Teachers organizations.

Future Action:

The plan will be put into effect February 1965.

14. Recommendation:

That the Personnel Office conduct an intensive study of the Teacher Transfer policy.

Future Action:

The personnel department will make such a study and present recommendations to the Board of Education by June 1965.

15. Recommendation:

That teacher training institutions include a compulsory course on teaching in urban schools.

Action:

Referred to Personnel Department for consultation with teacher training institutions.

SECTION IV

REPORT OF
THE SUBCOMMITTEE ON TEACHER TRAINING AND PERSONNEL

AREAS OF CONCERN As in the overall Committee, the Subcommittee on Teacher Training and Personnel began its work with the consideration of the goals laid down in the Implementation Plan adopted by The Board of Public Education in August 1963 under the Division of Teacher Training and Staff Integration.[1] Three areas of particular concern were identified - Examinations, Recruitment, and Assignment of Teachers. Subcommittees were formed to deal with these areas, analyzing data from other cities, studying and comparing extensive reports of new programs and practices being tried elsewhere with those current here, and formulating recommendations for committee deliberation.

ACTION ON RECOMMENDATIONS As recommendations developed that had general committee approval and could be handled administratively, the Superintendent and his staff implemented them. Where the recommendations involved basic policy, the matter was brought to The Board of Public Education for appropriate action. In this way much has already been accomplished; some recommendations though accepted by the Board or the administration in principle await the working out of necessary organizational detail. Some of the goals will take longer to accomplish.

The charge of the committee was to recommend, after study, policies and activities which would promote the fostering of integration in the staffs of our schools and provide training and assignment practices that would assure a fair distribution of qualified teachers among all schools and give equal opportunity for professional advancement to all qualified personnel.

---

[1] Draft of a Statement for Approval by The Board of Public Education as a Plan of Implementation for Its Announced Policy of Fostering Integration - Section I.

TEACHER SHORTAGE

"As in many of the great cities in the United States, there is presently a dangerous shortage of available, qualified teachers for the public schools of Philadelphia."[1] There are many reasons for such shortages in the urban centers: increase in salary schedules of schools in the surrounding suburbs, an influx of lower economic population resulting in overcrowded schools, larger classes and often more difficult transportation than in the suburbs, lack of orientation in schools of education and in the present in-service program for preparing teachers for difficult urban conditions.

NO CENTRALIZED ATTACK ON PROBLEMS

In studying the situation in Philadelphia the committee found these reasons aggravated by lack of a centralized attack on the problem. Examination procedures were unduly cumbersome; recruiting effort conceived as a minor responsibility of the Division of Examinations were spasmodic and confined largely to nearby institutions. Teacher appointments from eligible lists were handled in the office of the associates in elementary and secondary education, often by secretaries. Appointive positions of those above elementary school principals and vice principals of secondary schools were made by the Superintendent and his five associate superintendents, often on recommendations from the district superintendents and without circulating a statement of objective criteria throughout the system. There was no specialized staff for recruitment and no central personnel department.

---

[1] Report of Recruitment Committee, Dr. Carl Grip, Chairman - on file in the School-Community Relations Office

SPECIAL COMMITTEES ON RECRUITMENT AND EXAMINATION PROCEDURES

The Committee on Recruitment under the Chairmanship of Dr. Carl Grip and the Committee on Examination Procedures under the Chairmanship of Dr. F. Bruce Baldwin, Jr., began work at once. The divisions of Elementary and Secondary Education and the Division of Examinations gave many hours of staff time to provide research material. Dr. Elsbree, consultant in administration for the Odell Comprehensive Survey Committee, also worked closely with Dr. Baldwin. Because of the close cooperation and interest of the administrative staff, survey consultants, and The Board of Public Education, action to solve a given problem often had been taken before any formal recommendation could be made by a study committee.[1] A case in point is the excellent report on recruitment submitted by Dr. Grip to the committee on February 12, 1964. The central recommendation of that report was the need of The Board of Public Education "to establish a personnel division and within that division to make provision for a full-time recruitment staff." The first progress report of the Comprehensive Survey (October 25, 1963) had also recommended the appointment of an additional "associate superintendent in charge of all personnel matters both professional and classified." The Report continues, "It appears desirable to create this position immediately and certainly before the end of the current school year."[2]

POLICY AUTHORIZING CENTRAL PERSONNEL DEPARTMENT

Consequently on January 7, 1964 one of the policies adopted by The Board of Public Education for supporting the Implementation Plan for Fostering Integration authorized "the establishment of a central personnel department for all school employes. This department will

---

1. Report of the Committee on Examinations - Dr. F. Bruce Baldwin, Jr.
2. First Progress Report, October 25, 1963, submitted to President J. Harry LaBrum by Dr. William R. Odell, Director, Comprehensive Survey

make appointments on merit with increased racial and ethnic integration as a second important concern. It will also be charged with the development of recruitment policies and practices designed to attract personnel representing all groups from broad geographic area; and with the development of promotional standards and procedures."[1]

APPOINTMENT OF NEW PERSONNEL ADMINISTRATOR

After the adoption of the policy, the Survey Committee of the Board had begun, with Dr. Elsbree's help, the search for candidates. After conducting several interviews, the Board appointed Alfred B. Hebeisen as the new personnel administrator to take office May 1, 1964.

This prompt action on the part of the Board of Education made it possible not only to approve the Recruitment Report unanimously, but also to instruct Dr. Wetter to bring it to Mr. Hebeisen's attention for his immediate consideration.

REPORT ON RECRUITMENT

NEED FOR FULLY STAFFED DIVISION OF RECRUITMENT WITHIN PERSONNEL DEPARTMENT

Any recommendations Mr. Hebeisen may make as to size and budgetary requirements for an effective and full-time Division of Recruitment will also need the approval of Dr. C. Taylor Whittier, incoming Superintendent of the Philadelphia Public Schools, who takes office August 1, 1964. This may delay somewhat the actual organization of such a division, but there is no doubt in the mind of the committee that such a division is of the utmost importance in increasing the number and quality of teachers attracted to the Philadelphia Public Schools, and that this division will be created at the earliest possible moment.[2]

---

1. Policies Supporting the Implementation Plan for Fostering Integration Adopted by the Philadelphia Board of Public Education, January 7, 1964 - Section II

2. The Personnel Office reports that it is expected that a full-time recruiting staff will be in effect by January 1965.

RECRUITMENT ACTIVITIES SINCE 1963

Even without a full-time recruitment division, valuable work has been done in the area of recruitment since the appointment in February 1963 of Raymond S. Newman to the new position of Assistant to the Associate Superintendent for Elementary Education charged with recruitment activities among other responsibilities. Many of the suggestions as to recruitment needs and possible devices to meet them have already been acted upon and have been covered in Mr. Newman's report of May 26, 1964 as recruitment officer.[1] Approximately one-third to two-thirds of Mr. Newman's time has been devoted to recruitment. He has had help from Dr. Martin K. Ferrier, Assistant Director in the Division of Examinations, in visiting colleges and interviewing prospects, and from the Publications Division of the Curriculum Office in the development of a recruitment poster and an appealing brochure "Live and Teach in Philadelphia - City of Opportunity." Fifty-eight separate contacts were made during the past year with teacher training and liberal arts colleges in 44 different institutions, 31 of which were located more than 50 miles from Philadelphia. The number of prospective teachers contacted in all institutions number 2,080. It remains to be seen, of course, how many of these prospects actually find their way into the Philadelphia Public Schools as of September 1964 - where there are expected to be approximately 1,200 vacancies in instructional positions, or about 12% of the teaching staff.

---

1. Progress Report of the Teacher Recruitment Office--Raymond S. Newman
On file in the School-Community Relations Office.

VACANCIES IN INSTRUCTIONAL POSITIONS

There were one thousand thirty-six vacancies in instructional positions in the Philadelphia Public School System according to a report dated September 1963.[1] (In Philadelphia the definition of a vacancy is a class in which there is no regularly appointed teacher but which is covered by a qualified substitute.) This represents 11.6% of all teaching positions. Vacancies were most frequent in the junior high schools where there were 373 unfilled positions. This represents 18.8% of a total of 1981 total teaching positions. The senior high schools had 286 vacancies or 12.9% of 2208 total teaching positions. In the elementary schools there were 377 vacancies or 7.9% of 4755 total teaching positions.

In September 1963, existing vacancies were not uniformly distributed throughout the system. The problem was more acute in specialized areas such as mathematics, science, English, and commerce. There are also geographical variations. For elementary schools the vacancy rates in Districts 3 and 4 were ten times those in District 8 where the proportion of Negroes is very low.[2] The figures The figures for September 1964 are not expected to vary substantially from those of 1963, since the results of the work of the proposed Recruitment Division will not be immediately realized.

REPORT ON EXAMINATION PROCEDURES

NEED FOR SIMPLIFICATION OF EXAMINATION PROCEDURES

The Recruitment Report of Dr. Grip's Committee,[3] the Report on Examinations of Dr. Baldwin's Committee and also the 1963 Report from Mr. Newman (appended) all stress the basic need to simplify the examination procedures required of prospective candidates for teaching positions. Since Philadelphia is a city of the first class, the School Code of the State of Pennsylvania required that examinations be given to all teachers and other professional personnel and that appointments be made from eligibility lists. Smaller cities and towns do not come under this law.

---

[1] Teacher Recruitment in the Philadelphia Public Schools. Raymond S. Newman, September 24, 1963.

[2] From a report compiled for this Committee.

[3] Recruitment Report. Dr. Carl Grip

PRESENT EXAMINATION PROCEDURES

The Recruitment Committee Report lists the 10 different steps that "a potential applicant who has a Baccalaureate or Masters Degree from an accredited college or university, plus the required practice teaching, must complete before he is accepted as a teacher in the Philadelphia Public School System." The Newman Report, "Activities of the Recruitment Office," May 1964, describes that now a prospective teacher living outside Philadelphia must make three separate trips to the city at his own expense to take (1) the local written examination, (2) the oral examination, and (3) when he is notified of his eligibility, to take a physical examination and receive his actual appointment. Before all this he had taken the National Teachers Examination in his own college and had had the results sent to Philadelphia's Division of Examinations.

This material is detailed in the report prepared by the Division of Examinations titled "Selection of Philadelphia Public School Teachers." It fully explains the creation of the Division of Examinations by statute, the National Teachers Examination, which is required for Philadelphia teachers, local examinations and how they are administered, how candidates apply for examinations, notification procedures, drafting of questions, oral examinations, processing of applicants, establishment of the eligibility lists, scoring and review of examinations. This was studied by the Recruiting and Examining Committee.

RATE OF FAILURE IN EXAMINATIONS

The report "Failures at Various Stages of Philadelphia Examinations for Professional Positions,"[1] also was carefully studied by the Committee and recommendations made to improve the situation. The report contained the following figures:

Promotional Examinations

198 took the written test

115 failed

10 failed the practical test

13 failed the oral

70% Failure

Secondary School Examinations for Teachers

1,831 took the written test

459 failed

85 failed the practical test

229 failed the oral

43% Failure

Elementary School Examinations for Teachers

529 took the written examination which is evaluated by the oral committee

38 failed

7% Failure

Elementary School Examinations for Teachers in Special Subjects

78 took the written examination

18 failed

7 failed the oral examination

32% Failure

---

[1] Division of Examinations Report

SELECTION TECHNIQUES IN OTHER CITIES FOR PROVISIONAL APPOINTMENTS

Careful study was also given to the report of "Teacher Selection Techniques Used by Larger Cities,"[1] which showed that provisional appointment is possible in Los Angeles, Chicago, St. Louis, Milwaukee, Pittsburgh, Washington and Houston pending successful completion of the required examinations within one year (Houston two years). The report contained information on 13 cities. Most of the cities required National Teachers Examination; others gave local written examinations; all gave oral examinations and about one-half practical examinations.

BOARD RECOMMENDATION FOR APPROVAL OF PROVISIONAL APPOINTMENTS

As a result of this investigation in depth, the Committee on Examinations[2] recommended and the full Committee on Nondiscrimination approved the proposal that The Board of Public Education explore the possibility of inviting college students who attain Pennsylvania certification requirements at the time of graduation from college to serve as probationary candidates at beginning teacher salary in the Philadelphia school system provided they pass the National Teachers Examination and local examination within a specific date in order to secure permanent appointment. At a conference of The Board of Public Education this matter was approved and referred to the Superintendent and his staff for implementation. The Committee also recommended the possibility of giving written local examinations as well as the National Teachers Examination on campuses, thus reducing the number of necessary trips by prospective teachers to the city. This was passed as a Board policy, including necessary changes in the By-Laws to make it effective June 9, 1964.

---

1. Report of Division of Examinations
2. Committee on Examinations—Dr. F. Bruce Baldwin, Jr.

NATIONAL TEACHERS EXAMINATION RETAINED

It also recommended that the National Teachers Examination be continued and that the current cutoff point for the Common and the Optional should be retained. The Common is a general information and cultural type of examination, and the Optional, is a subject matter examination. No written examination in a subject field where the candidate has already taken an optional subject National Teachers Examination shall exceed one and one-half hours in length.

OTHER RECOMMENDATIONS

Also to be implemented by the administration was the recommendation that a bank of questions be established and the Division of Examinations should be given the responsibility for selecting appropriate questions for use in any given examination. Also, all professional Oral Committees must be biracial. These recommendations were approved at a Conference of The Board of Public Education on May 12, 1964, to be implemented by the Personnel Department.

AD HOC COMMITTEE ON SUBSTITUTE TEACHING SERVICE

The Ad Hoc Committee on Substitute Teaching Service was appointed March 17, 1964, with Mr. Floyd Logan as Chairman, following his observation that substitute service in Philadelphia has been the target of widespread criticism. The work of the Committee was to try to discover what deficiencies existed in the substitute service of the schools and to make recommendations to correct them. Several meetings were held in March and April during which the group met with administrative personnel and studied the processing of applicants for substitute teaching by the Division of Examinations; the matter of rating long-term and per-diem substitutes; reasons for not retaining substitutes in service; accreditation of substitute teachers and screening of prospective candidates.

RECOMMENDATIONS FROM AD HOC COMMITTEE ON SUBSTITUTE TEACHING SERVICE

The following recommendations from the Ad Hoc Committee were approved by the Subcommittee on Teacher Training and Personnel on April 16, 1964, and were likewise approved at the conference of the Board on May 12, 1964, and are now in the hands of the Superintendent of Schools for implementation:

1. Each of the school districts in Philadelphia be supplied with Automatic Telephone Secretaries for the purpose of facilitating the assignment of substitute teachers.
2. Until a substitute teacher has become a regularly appointed employe of the School District of Philadelphia, there is no obligation on the part of the School System to provide employment. This recommendation should be made clear to all substitute teachers.
3. All long-term substitutes must become fully certified within five years. Exceptions to this rule can be made by the Superintendent of Schools only for those now in service.
4. All significant data for substitutes who are applicants for permanent positions in the Philadelphia School System should be forwarded to the Director of the Division of Examinations by the Superintendent of the district where the applicant is serving.
5. The screening of substitute teachers should include a test of written and oral English competency.
6. The moral fitness of substitute teachers should be verified prior to employment through a routine police check.
7. A condition of the employment of substitute teachers should be their enrollment in a program of in-service education.
8. The most qualified and most competent substitute teachers in the city, regardless of district registration, shall be offered long-term assignments city-wide before other substitutes are considered.
9. Auxiliary substitute teachers should be assigned to large school organizations on a long-term basis.
10. Each school district should have a pool of outstanding substitute teachers who will be classified as long-term and who will be assigned day-to-day based on the needs of the district.

FINGERPRINTING The committee also studied the use of fingerprinting for substitute teachers, but made no formal recommendation to the Committee on Nondiscrimination. The problem of fingerprinting of employes has been under consideration by The Board of Public Education and the administrative staff. A resolution that all substitutes and all new employes of the school system should be fingerprinted was passed by The Board of Public Education on July 14, 1964.

SOURCES OF TEACHER SUPPLY

EXPANSION OF INTERN TEACHING PROGRAM One very important area of recruitment which has been developed with some success over the past few years with local teacher training institutions is the intern teaching program. This is outlined in some detail in Mr. Newman's Report, February 12, 1964, page 3 (appended).[1] During the ensuing year since Mr. Newman made his report, the use of interns has expanded substantially.

This program makes it possible for Liberal Arts College graduates to earn and learn on the job. In contrast to majors in education, these students have not had student teacher experience and the required professional courses. An opportunity is given to them to acquire this within three years, at which time their professional appointment is made permanent and a Masters Degree in Education is also earned. The plan for provisional appointments was accepted by the Board, as well as the recommendation from the Examination Committee that under those circumstances the salary of interns be advanced to that of regularly appointed teachers. There will be in September 1964 approximately 129 interns in the secondary schools and 34 interns in remedial educable classes. It is hoped that the teacher intern program can be expanded into the regular elementary grades.

---

[1] Recruitment Report--Raymond S. Newman

PEACE CORPS RETURNEES Another source of teacher supply has evolved from the Peace Corps Returnees. Fifteen Peace Corps volunteers trained by the University of Pennsylvania in the summer of 1963 are now in service in the secondary schools as interns. It is hoped this number will increase.

STUDENT TEACHING PROGRAM For many years the Philadelphia Public Schools have offered places to large numbers of student teachers from almost all of the teacher training institutions in the Philadelphia area. Mr. Newman's Report A, page 7, recounts the extension of student teaching opportunities in the Philadelphia Public Schools. The colleges and universities in Philadelphia sending students now include Temple University, University of Pennsylvania, Drexel Institute of Technology; Beaver, LaSalle, Rosemont, Immaculata, Chestnut Hill, St. Joseph's, and Holy Family Colleges; Philadelphia College of Art, Tyler School of Art, Moore College of Art, Combs College of Music, and the Philadelphia Musical Academy - and outside of Philadelphia: Cheyney State College, Lincoln University and Pennsylvania State University.

It is hoped that many of these students will wish to teach permanently in the schools where they had their student teaching practice. An increasing number are doing this and the new regulation for taking the examination during the probationary first year of appointment is expected to increase greatly the number who remain as permanent teachers.

NEED FOR SUPERVISORY TEACHERS In connection with attracting and holding newly-appointed teachers, both Recruitment Reports stress the need for intensive supervisory help by master teachers to give these young people confidence and techniques.

ORIENTATION COURSE FOR TEACHING IN URBAN SCHOOLS

Another area of great importance and which should be developed as quickly and intensively as possible is a course in all teacher training institutions which describes realistically the conditions which confront a young teacher in our urban schools. Such a course should give these young people a realistic understanding of the problems they will face and develop in them an empathy with the children and their needs. Such a course should be a compulsory requirement for the teaching degree. The Recruitment Committee Report[1] develops this idea at some length and speaks of the barriers that the present image of city schools creates in the young applicant. As one of the recommendations of the Recruitment Committee this has now been referred to the Personnel Department for consultation with teacher training institutions.

Not only can the "image" be changed by a successful experience in practice teaching, and by the orientation given in the teacher training institution, but also by the kind of improvement in the actual class situation developed in detail by the Educational Improvement Program.[2]

EXPLORATION OF SPECIAL GROUPS AS A SOURCE OF TEACHER SUPPLY

The Recruitment Committee Report also suggested that in the recruitment effort exploration be made of various groups that might have both the qualifications and a built-in interest in teaching in the public schools. The more than 500 students who have been part of a volunteer tutorial project to help high school students is an excellent example. Also some of the mothers of pupils might be so considered. Many of these women are college educated, eager to have a part-time teaching job, and able to qualify with perhaps some additional intensive training.

---

1. Recruitment Report--Dr. Carl Grip, Chairman
2. Section III--Curriculum

The Examination Committee reported on the possibility of attracting teachers from other systems if greater credit were given for prior experience. Former Philadelphia public school teachers who return to service within four years are placed on the salary schedule at the same level as a teacher in service with equal training and experience.

Former Philadelphia public school teachers who return to service after a period of more than four years and new teachers who have accredited experience outside the Philadelphia public schools are allowed a salary adjustment for five years of accredited experience or a maximum salary of $6,300 after five months of service and a rating of 80 or better.

This present allowance in itself is an adjustment upward of the former practice in the Philadelphia system. However, in a period of teacher scarcity the Committee recommended that it again be reviewed by the Personnel Department and brought into line with what is being offered for prior experience in other cities. The revised schedule is now being prepared by the Personnel Department and will be presented to The Board of Public Education in September 1964.

ASSIGNMENT OF TEACHERS

OBJECTIVES The problem of the assignment of teachers as related to the purposes of this Committee, once they have been successfully recruited and secured eligibility through examination, comprises three main objectives. These are:

1. To distribute fairly the qualified teachers in the system in accordance with the best interest of the schools.
2. To make sure that the faculties of all schools are integrated as to race to a meaningful degree rather than on a token basis.
3. To make certain that promotional opportunities are open to all personnel on the sole basis of professional qualifications.

PRESENT ASSIGNMENT PRACTICES

The Subcommittee on Teacher Training and Personnel began its review of present assignment practices in September of 1963. The teaching staff of the Philadelphia schools is presently about one-third Negro. This is a larger percentage than that of Negroes to the total population of Philadelphia but less than the number of Negro pupils in the public schools. (The Negro population - estimated figures, 1964, for the city - is 29%, the school population is 53%.)[1]

For the last 10 years there has been a continuing effort on the part of the administration to place Negro teachers in schools with entirely white staffs. From 1959 to 1964, 25 such schools (19 of them elementary schools) were assigned Negro personnel for the first time.

The overall percentage of all schools with integrated personnel in 1957 - 55%. In October 1963 it had risen to 69%; the June 1964 figures show 72%.

All senior and technical high schools and 93% (in 1964) of junior high schools now have integrated professional personnel. At the elementary school level 62% or 116 out of 199 elementary schools had at least some racial integration of their faculties in October 1963.[2]

CORRELATION OF RACIAL DISTRIBUTION OF STAFF AND PUPILS

However, a tabulation of the racial composition of all school faculties with a correlation of the percentage of Negro pupils showed a great concentration of Negro teachers in the schools with the highest percentage of Negro pupils. In the group B schools (with over 70% Negro pupils) the percentage of the Negro teachers in the faculties averaged 65%. In the group A schools (under 30% Negro pupils) the Negro teachers averaged only a token 2.5%. Also many of the predominantly Negro schools, as stated previously, had more substitutes and fewer teachers with 12 or more years of experience.[1]

---

[1] Section I

[2] Section I

Despite this situation the professional rating of qualified teachers made by the principal of each school showed an equitable distribution of A and B teachers throughout the school system.[2]

DISTRIBUTION OF SUPERVISORY PERSONNEL

Even more disturbing than the distribution in racial terms of teacher personnel was the distribution pattern and promotional practices for qualified Negro personnel at the supervisory and administrative levels.

In 1963 there were 19 Negro principals of elementary schools all of whom had qualified by examination for the position and had been appointed from the eligibility list. Without exception everyone of them supervised a school of predominantly Negro pupil population and with an entirely or predominantly Negro faculty.

At the appointive level there had been one Negro principal of a senior high school, again predominantly Negro in school population, but with a well-integrated faculty and one Negro district superintendent whose district was also heavily Negro in school population.

All administrative positions above that of the elementary school principal and the vice principal of secondary schools were appointive positions and were filled by the Superintendent after discussion with his top associates without any opportunity for the professional personnel throughout the system to know of the existence of the positions.

---

1. School Data Survey - September 1963, Section I
2. Summary of Teacher Ratings, January 1964, Section I

COMMITTEE RECOMMENDATION TO NOTIFY ALL PERSONNEL OF VACANCIES AND APPOINTIVE POSITIONS

At the suggestion of the Committee in order to improve this particular situation, the Superintendent sent a letter in December 1963 to all schools listing available and anticipated vacancies in appointive positions which were open at the end of the school year together with the criteria to be applied for the selection of each person.[1]

This is now the operative procedure. Some refinement of the criteria governing the various positions will be worked out as soon as possible by the Personnel Department in the interest of arriving at the greatest possible objectivity.

EXTENSION OF TYPES OF POSITIONS BY QUALIFYING EXAMINATIONS

As another approach to arriving at objectivity in standards and of opening as many positions as possible to the greatest number of qualified personnel, a charge was also given to the Special Committee on Examinations to study the possibility of extending the classes of positions which could be filled from eligibility lists established through promotional examinations. The committee was also to recommend any other changes in procedures which might seem helpful.

In research concerning promotion, much information was gained from a survey conducted by the Rochester, N.Y., School District in 1962. A total of 33 cities supplied information. According to the report, by far the most important criterion used in selection of administrative and supervisory personnel is the ability of the candidate to perform the duties of the position. The next three most important criteria, in order of rank, are training, experience within the school system, and the recommendations of those closest to the position being filled. Agreement in philosophy with the school system and its goals, total experience, and written examinations were also rated as important criteria. Least important are age and seniority.

---

[1] Letter to Instructional Personnel, December 17, 1963

Twenty-nine of the 33 cities always give preference to candidates from within the school system. Only four cities have filled more than 10% of their vacancies on the administrative and supervisory staff from outside the system during the past three years. Twenty-one of the cities announce all openings to the staff for the purpose of seeking applications. Twenty-six of the cities give equal consideration to all certificated personnel who apply for promotion regardless of their present position as opposed to establishing certain prerequisites such as being required to serve as the principal of a small elementary school before being considered for the principalship of a larger school. Twenty-seven cities reported that a designated committee or group is responsible for evaluating candidates for promotion, usually composed of the Superintendent of Schools and his top administrative staff. Eighteen use written examinations to screen applicants but only five require these for promotion to all positions. The most commonly used examination is the National Teachers Examination prepared by the Educational Testing Service.

In making recommendations to the Board of Education, the Superintendent of Schools in 29 of the cities presents one name which the Board can either accept or reject; 28 reported that the Superintendent's recommendation has never been rejected during the past three years.

The most important criteria used in the selection for promotion of nonprofessional staff members are experience, quality of service, ability to perform the duties of the position, and training. Twenty-six of the systems have made no changes in their promotion policies during the past three years.

After discussion and work with Dr. Willard S. Elsbree, Consultant in Administration on the Odell Staff, the Examination Committee recommended that all candidates for junior and senior high school principalships and assistant directorships should be selected by examination (adopted by The Board of Public Education on May 12, 1964).

The rating Board should be given the power to rate candidates for secondary as well as elementary principalships.

Administrative proposals of the Examination Committee were approved for administrative implementation in a conference meeting of The Board of Public Education and referred to the Superintendent.[1]

PROVISIONAL PROMOTIONS It many ways the administrative area in the Philadelphia Schools during 1963-64 has been necessarily fluid and atypical. The Comprehensive Education Survey under the leadership of Dr. William Odell, scheduled for completion in February 1965, is expected to recommend basic changes in the top administrative organizational chart.

The present superintendent, Dr. Allen H. Wetter, announced his plan of retirement to take effect in September of 1964 and a new superintendent, Dr. C. Taylor Whittier, has been selected to succeed him. In order to allow the greatest possible freedom of appointment to the new superintendent and the greatest possible administrative reorganization in accordance with approved recommendations of the Odell Survey, the President of The Board of Public Education requested, in June 1963, that all appointments made above that of principal should be considered as "provisional" or "acting" appointments subject to change or confirmation at the termination of the survey.

---

1. Action taken - January 9, 1964

APPOINTMENT OF NEGRO PERSONNEL

There was concern on the part of the Nondiscrimination Committee and of the Pennsylvania Human Relations Commission to increase the number of qualified Negroes in administrative supervisory positions. The new appointments, even though provisional, presented an opportunity to include able Negro personnel in supervisory positions. Among these were two new district superintendents, one assistant in the office of the Associate Superintendent in charge of Elementary Schools, and one principal on special assignment in the division of School-Community Relations. There also have been new permanent appointments of Negroes to supervisory positions. These include the following: one assistant in the Division of Radio and Television Education, one psychologist and three supervisors to the Division of Special Education, one supervisor to the Division of Pupil Personnel and Counseling, one junior high school vice principal, and one senior high school vice principal - effective September 1, 1964. In addition, seven Negro elementary prihcipals were appointed during the school year 1963-64 and two have been appointed effective September 1, 1964.

The policy statement of January 7, 1964[1] authorizing the establishment of a Central Personnel Department further stated that "this department will make appointments on merit with increased racial and ethnic integration as a second important concern."

ASSIGNMENT AND TRANSFER OF PRINCIPALS

Later deliberations of the committee recommended to the administration that particular attention be given to any new assignments or transfers of principals so as to give Negro principals experience in schools with a relatively low percentage of Negro pupils and staff. Transfers planned for September 1964 will give this opportunity in two elementary schools. The Associate Superintendent for Elementary Education will be charged with the further implementation of this recommendation.

---

[1] Policies Supporting the Implementation Plan for Fostering Integration Adopted by The Philadelphia Board of Public Education, January 7, 1964.

A conference was also held by the Superintendent and his associates on May 22, 1964 with representatives of the Philadelphia Principals' Association to explore the possibility of initiating Principal Exchange Programs. The principals present all agreed on the desirability of increasing racial integration through appointment policies but felt that such a policy can and should be implemented through direct appointment and transfer by administrative officers, rather than through a formal exchange program. Such transfers could be made at more frequent intervals than is now customary, but always to be remembered is the fact that often considerable time is required for a principal newly assigned to any school to become oriented to the pupils, teachers, community, and administrative and supervisory activities related to that school. The values of integration and the means of achieving it will be stressed as part of the training for prospective and assigned principals.

ASSIGNMENT OF TEACHERS
PRESENT PRACTICE

TRANSFER PRIVILEGES The practices and procedures in the assignment and transfer of teachers in Philadelphia for years have been uniquely complicated. There has long been maintained a practice which is now considered a "right" by the professional employes of allowing a teacher on grounds of seniority in service to request a transfer from one school to some other school which the teacher considers preferable for professional or personal reasons. Formerly the transfers to vacancies in any given school were unlimited. Now the ratio stands at 2 to 1, i.e., as school vacancies appear the first two can be filled by transfers of teachers if there is a list of teachers desiring to come to that school - the third must be given to a new teacher. The result of this practice has enabled teachers - usually white, because until just recently they have had greater seniority than the Negroes, to move out of the so-called "difficult" schools to those in more favored neighborhoods. Usually the reason given was that the schools to which transfer was desired was nearer to the teacher's residence. Occasionally the reason was a professional one of wishing to serve under a special principal or in some special program.

REPORT ON TRANSFERS

The Summary of Transfers of Professional Personnel from the Office of Elementary Education gives the following total figures for the period July 1961 to June 1963:

District	Total Transfers		Voluntary Transfers		Involuntary Transfers	
	In	Out	In	Out	In	Out
1	63	47	53	43	10	4
2	29	37	23	34	6	3
3	32	42	26	34	6	8
4	32	56	24	45	8	11
5	24	47	14	38	10	9
6	70	32	57	23	13	9
7	63	44	40	17	23	27
8	111	77	54	34	57	43
Totals	424	382	291	268	133	114

The summary included transfers caused by reassignment of certain schools to another school organization, new organizations established at schools, new schools opened, reorganization because of new organizations elsewhere.

It is difficult to estimate how many of the so-called voluntary transfers were entirely at the teacher's initiative and, therefore, not necessarily in the best interests of the school children - but a rough guess of the entire number exercising the seniority-transfer privilege is about 1% of the teaching staff or approximately 175 in any given year.

EFFECT ON OVERCROWDED SCHOOLS

The movement, however, no matter what its size was almost entirely from difficult to more favored schools. The effect was to lower the number of experienced teachers in the difficult schools. The effect also was to increase the number of substitutes in these schools as substitutes often took the place of the transferred teachers. This was because it had been the custom, largely to expedite the teacher assignment-paper-work and because of the general shortage of teachers, to allow new candidates for teaching positions to state on their applications their preference as to schools and to designate any school to which they would not accept an assignment. When the school data was summarized, it was found that the B group schools - those having 70% or more Negro enrollment - had 13.4% teacher vacancies covered by substitutes as against 5.3% in the A schools and 11.0% in the C schools. This was a matter of great concern to the Negro parents, and was recognized in the administration as a poor educational situation, particularly in schools where the children needed the greatest possible teaching skills.

In the implementation plan of August 1963 a statement was made[1] that the problem of teacher-transfer seniority privileges be studied and that consideration of the educational needs of the children be given first priority. A further statement[2] announced that "the procedure of allowing persons on the eligible list to indicate the schools in which they prefer not to serve be reviewed, in the belief that it is unnecessary and harmful." In the acceptance by the Court of the Implementation Plan in giving a continuance to the Chisholm Case (September 26, 1963) a further directive in teacher assignment was accepted by the School Board. The administrative measure permitted the appointment of teachers from the eligibility list only to schools with vacancy rates of over 10% and required that any teacher who refused an assignment should automatically be placed at the bottom of the list.[1] All voluntary transfers from the over 10% vacancy schools to less than 10% vacancy schools was also prohibited. The form allowing a candidate on the eligibility list to state preference had been dropped even before the court directive.

---

[1] Draft of a Statement for Approval by The Board of Public Education as a Plan of Implementation for Its Announced Policy of Fostering Integration p. 5, Sec. III - e.

[2] Same as above, p. 5, Sec. III - g.

This policy has been in effect since October 1963 and though the teacher organizations resent it greatly, the administration has found it "effective in equalizing the number of substitutes". Additional staff members, assigned (at the time the new procedure was adopted) to the elementary and secondary divisions have the responsibility of interviewing and assigning prospective teachers on existing eligibility lists to schools with vacancy rates over 10%. Only relatively few teachers refuse the positions that are offered - 86.3% accepted appointments.[2]

The number of elementary schools having more than 10% dropped from a high of 59 in October to 35 in February and 25 in May. The schools that still have more than 10% vacancies are concentrated in Districts 2, 3, 4, and 5. As positions are filled or new vacancies occur, the individual schools on the list vary.

The changes for the secondary schools - junior, senior high and technical - are rather more complicated as the department subject requirements need to be taken into account as well as the gross number of vacancies. The February figures show 288 interviews and 86 refusals. There was, however, a substantial drop in vacancies from September 1963 to February 1964.[3]

---

[1] Court Order - September 26, 1963 - Anthony Chisholm (et al) vs. The Board of Public Education (et al).

[2] Summary of Over 10% Schools - May 29, 1964, Interviews - Teachers - Sec. IV.

[3] Report on Changes in Teaching Positions in Secondary Schools - February 1964-Section IV.

		September 1963	February-1964
Number of Vacancies	Senior High	286	129
	Junior High	373	322
	Technical High	32	27

September assignments are being made now and an up-to-date report of the 10% vacancies will soon be available for the elementary and secondary schools.

ACTIVITIES OF COMMITTEE ON ASSIGNMENT OF TEACHERS As suggested in the Implementation Plan, Sec. III-e,[1] the Committee studied in some depth the teacher-transfer practices of other localities. A report was given describing transfer process in Pittsburgh and Baltimore. There is no transfer policy as such in either city. Very few transfers are granted at the request of teachers. In Baltimore a request by a teacher for a transfer is considered a tacit admission of failure. There are no seniority privileges which allow for transfer for personal reasons as a matter of policy in either city.

The current court-directed administrative regulation effectively prevents the exercising of the teacher-transfer privilege for the present. However, since the school system recognizes the needs of the child as the primary consideration, any realistic policy of appointment and transfer of teachers must question the desirability of continuing for the future such a seniority transfer privilege.[2] Further study of the problem was recommended by the Committee to the Personnel Department.

TEACHER EXCHANGE The Committee went on to a concentrated effort to formulate some plan of teacher exchange or rotation which would widen the professional experience of the individual teacher and also hasten the rate of the racial integration of the faculties in the school. All three teacher organizations-

---

1. & 2. Draft of a Statement for Approval by The Board of Education as a Plan of Implementation for its Announced Policy of Fostering Integration - Section I.

Philadelphia Teachers Association, the Philadelphia Federation of Teachers, and the Philadelphia Public School Council were invited to participate in the Committee's proceedings. All the representatives of the teacher organizations were agreed that such integration of staff was highly desirable but were insistent that any exchange plan be organized on a completely voluntary basis.

The general Committee on Nondiscrimination at its meeting on May 14, 1964 expressed grave doubts as to the ability of any voluntary exchange plan to produce the numbers needed to change materially the composition of school staffs that were predominantly or entirely of one race. The general committee finally accepted the recommendation of the Subcommittee on Teacher Training and Personnel for such a voluntary plan with the proviso that an adequate minimum goal be fixed by the administration against which to judge the success of the program. The plan should be tried out for a period of two years and then evaluated as to numbers realized, and as to momentum. Did it attract more recruits the second year than the first? Were the exchange teachers proving satisfactory in the schools to which they transferred? Was there a real increase in the percentage of integration in the school faculties?

If at the end of the two year period, a voluntary exchange program had not realized its goals in numbers or in professional excellence, it should be abandoned and the integration of staffs should be achieved by an assignment and transfer policy administered by the Personnel Director in the best interests of the school system without regard to teacher preference.

The details of the plan were to be worked out by a task force of the teacher organizations and school staff under the leadership of the Superintendent.

Several conferences of the task force have been held and principles for implementing an experimental exchange program were agreed upon. The exchange will be between permanently appointed teachers of equal rank. Only those with an A or B rating will be considered. The exchange will take place between schools whose faculties are predominantly of one racial group and the exchange person will be a member of the minority group in the receiving school. Each teacher can return to his or her original position. The exchange will continue for not less than one year and not more than two, unless an extension is mutually agreed upon. It will be considered an important phase of the teacher's experience by promotional examining committees. The exchange will be on a voluntary basis.[1]

A six months period is needed to get this program actually under way, including extensive explanation of the proposed plan to the teachers by the superintendents, principals, and teacher organizations. The selection of the actual exchange teachers will have to be deferred until after this preliminary period and the program should not be judged on the number of exchanges secured during the first year.

SUMMARY A check of Section III of the Implementation Plan - Teacher Training and Staff Integration will show that all nine items listed in that section as short-range goals for the committee's recommendations for the Board's integration policy have been studied in detail and remedial action either already taken or recommended to the administration. In addition, the new administrative action in assignment of principals and the proposed teacher plans for voluntary exchange are an implementation of the Board's policy of January 7, 1964 to promote racial and ethnic heterogeneity in all school faculties. Long-range planning also has begun through the establishing of a Centralized Personnel Department including recommendations for a fully-staffed Recruitment Division.

---

[1] Principles, 1964 Volunteer Exchange Program - agreed upon by teachers organization representatives under leadership of Superintendent. - Section IV

SUMMARY OF OVER 10% SCHOOLS - May 29, 1964

INTERVIEWS - TEACHERS

Number of interviews 255

Number of acceptances 220*
(4 accepted but were ruled ineligible)
  2 for pregnancy
  1 by Medical Services
  1 will not receive degree until June

Number of refusals 32**

Number offered position but have not decided 3

* 86.3% acceptances

** Of 32 declinations: 13 expressed a preference for schools nearer their residences. Of these, 11 stated that they would accept any "difficult situation" but the distance was prohibitive

5 preferred to wait until June for new list

4 had small babies, making it necessary to return home early

2 to await opening of Hill School District 4 in September
3 men declined because they would have to take a substantial reduction in salary

3 preferred to substitute at school where they are now teaching

1 had accepted but called later to say she was going on with work for M. A. instead

1 had accepted a position with the Upper Darby School System in preference to Philadelphia

DISTRICT	1	2	3	4	5	6	7	8	T
Number of schools on original list 10/16/63	6	18	8	13	13	0	1	0	59
Number of schools removed by 1/24/64	6	6	5	8	10	0	1	0	36
Number of schools added 2/1/64	5	2	3	5	2	0	2	1	20
Number of schools on new list 2/1/64	5	14	6	10	5	0	2	1	43
Number of schools removed from new list 2/28/64	5	2	1	5	2	0	2	1	18
Number of schools remaining on list 5/29/64	0	12	5	5	3	0	0	0	25

4

SCHOOLS ABOVE 10% VACANCIES AS OF 5/29/64		VACANCIES ABOVE 10%	NUMBER NEEDED TO BRING BELOW 10%
District 2	Arthur	4	3
	Bache	5	3
	Benson	3	2
	Carver	5	2
	Childs	4	2
	Darrah	5	4
	Gideon	9	6
	Landreth	8	6
	Morris	10	8
	Reynolds	5	1
	Sartain	4	3
	Stanton	2	1
3	Hawthorne	5	4
	Jefferson	5	4
	Nebinger	3	2
	Paxson	3	2
	Southward-Read	2	1
4	Blaine	8	5
	Claghorn	2	1
	Dick	3	1
	Leidy	3	1
	McIntyre	8	4
5	Elverson	4	1
	Harrison	3	2
	Welsh	3	1
	TOTALS	116	70

1964 VOLUNTEER EXCHANGE PROGRAM

PRESENTED TO THE COMMITTEE ON NONDISCRIMINATION BY DR. ALLEN H. WETTER

SUPERINTENDENT OF SCHOOLS

This experimental program of teacher exchange represents the first steps in the implementation of the following recommendation of The Board of Public Education's Committee on Nondiscrimination acting on the recommendation of the Superintendent:

> "Requests will be made to the various teacher groups in Philadelphia to help work out plans for the exchange of teachers to step up the process of integration of staff. These exchanges will be on a voluntary basis."

PURPOSES OF THE PROGRAM

To extend the integration of instructional personnel in the sincere belief that teachers and other personnel of every race and creed, planning and working side by side can set the example for the children and the community and can best provide first-class education for all, in order that we may continue as Francis Keppel has said, to be "a first-class, first-rate Nation." It is essential that students of today, who will be the leaders of tomorrow, have opportunity to know and work with competent, experienced, understanding teachers of different racial and ethnic backgrounds.

PRINCIPLES

1. The exchange will be on a voluntary basis.
2. It will continue for not less than one year and not more than two years unless an extension is mutually agreed upon.
3. Each teacher can return to his or her original position.
4. Each teacher must have attained professional status (two years) by September 1, 1964, and must have an A or B rating as of January 31, 1964.
5. Seniority of the volunteer will date from the time of appointment to the school from which the exchange is made.
6. The exchange will be between schools whose faculties are predominantly of one racial group and the exchange person will be a member of the monority group in the receiving school.

7. Each teacher who can do so will attend a Special Two-Week Workshop to be held in conjunction with the regular Workshop, and will be reimbursed in the amount of $300.

8. The exchange will be considered as an important phase of the teacher's experience by promotional examining committees.

9. There will be meetings on school time during the exchange year for all the exchange teachers to share their experiences. If on Saturdays, the usual reimbursement will be provided.

10. There will be a Committee on the Exchange Program, including representatives of professional groups, appointed to develop methods for inviting and encouraging teachers and others to share in the exchange program in the years ahead.

11. At the close of the first year there will be an evaluation of the program.

REPORT ON
CHANGES IN TEACHING POSITIONS IN SECONDARY SCHOOLS
February 1964

Number of interviews	concerning teaching appointments	288
	concerning separation from system	20

Number who refused appointment at this time		86
Number appointed	Senior High	102
	Junior High	93
	Technical High	7

		Sept. 1963	Feb. 1964
Number of Vacancies	Senior High	286	129
	Junior High	373	322
	Technical High	32	27
Percent of Vacancies	Senior High	12.9	6.0
	Junior High	18.8	16.2
	Technical High	11.5	9.6

Explanatory Notes:

I. A significant number of applicants gained positions on more than one eligibility list; sometimes in two or three subject areas; sometimes at two or three levels of our system so that

A. Appointments in senior high school have created vacancies in other subjects in senior high schools

Examples: Retail Selling to Distributive Education
Clerical Practice to Retail Selling
Social Studies to English

B. Many assignments to our senior high schools have created vacancies in our junior high schools

II. Thirty-two offers of appointment were not accepted because the applicants are working in other school systems or at other positions outside our system and will not be available until September 1964.

Thirty-three refused to accept new assignments. Teachers, and even substitutes, in certain junior high schools prefer their present assignment to one in a senior high school in another neighborhood.

Two elementary teachers preferred to remain at their elementary schools rather than accept assignment to the schools offered

Twenty-one other eligibles refused appointment because they did not wish to work at the schools which were offered them.

III. Two hundred eighty-eight eligibles were interviewed from January 2 to January 31, 1964

IV. In junior high school, most vacancies exist in Mathematics (99), English (46), Science (31), Women's Physical Education (28), and Home Economics (21). In senior high school, most vacancies exist in Mathematics (28) and Commerce (26).

V. We intend to continue interviews with eligibles until all current eligibility lists have been exhausted, making appointments to take effect at the beginning of the payroll period following the interview.

SECTION V

CONCLUSION

SECTION V

CONCLUSION

BELIEF IN PRINCIPLE OF INTEGRATION IN THE PUBLIC SCHOOLS

In concluding this report the Committee on Nondiscrimination wishes to affirm its unanimous belief in the principle of integrated public education. The committee considers the decision of the United States Supreme Court, that segregated education by its very nature is also inferior education, to be both morally right and educationally sound. De facto segregated schools even though caused largely by such conditions as prevalent housing patterns and not by any stated educational policy still carry the stigma of inferiority and are often in fact inferior in facilities, services and performance.

VALUE TO ALL STUDENTS, WHITE AS WELL AS NEGRO

The Committee also believes that the white as well as the Negro student loses much of value if his educational experience is confined to members of one race or one cultural group. The population of the United States has been drawn from many sources, differing in race, religion and national origin. The success of our democratic form of government depends on all these diverse groups being welded into one nationality and on each individual in the country having the undisputed right to exercise his citizenship equally with all others. Understanding of the composite nature of the country and of the inalienable rights of all its citizens is necessary for those who would be our leaders at any level, local or national, or in the wider world where the commitments of the United States grow ever heavier and more complicated. The same fundamental understanding is necessary for the ordinary citizen simply to live at peace with himself and his fellow countrymen.

INTEGRATION CANNOT BE ATTAINED IMMEDIATELY NOR BY SCHOOLS ALONE

Having affirmed that integrated education is the desirable goal for Philadelphia the Nondiscrimination Committee also believes that, although much can and must be done now, the full goal cannot be attained immediately nor can it be achieved by the schools acting alone. Two essential conditions must precede any widespread reorganization of the schools to effect full integration.

NEED FOR COMMUNITY TO ACCEPT PATTERN OF INTEGRATION

First the community as a whole and especially those people living in the predominantly white neighborhoods must be convinced that the very existence of the city and their own enlightened self-interest depend on their acceptance of integration as the modern and satisfactory pattern for life - in housing, in jobs, and in education.

NEED FOR PARTICIPATION OF ALL AGENCIES AND LEADERSHIP GROUPS

To convince the citizens that there is no choice to healthy corporate life other than to accept the free association of races within the city will need an intensive program of interpretation by school and community and the concerted help of every agency and of every leadership group.

NEED TO IMPROVE EDUCATIONAL LEVELS OF ACHIEVEMENT

The second fundamental need to be realized before integration of the schools on a wide basis can take place successfully is to improve the educational achievements of the schools themselves. The place to begin - and indeed where the EIP program recommended by The Curriculum Subcommittee has already begun - is in the schools which are mainly those in the crowded, impoverished, predominantly Negro neighborhoods. The program of educational improvement however should move as quickly as funds and resources are available to embrace the entire school system, including both instruction and facilities.

FUTURE PLAN FOR REORGANIZATION TO OBTAIN INTEGRATION

The intensive effort to try to solve the problem of de facto segregation as it affects the public schools in our great Northern cities has brought to the fore consideration of new ways in which to organize public education.

The suggestion which seems to be winning general acceptance[1] of the nation's most eminent educational experts endorses a reorganization of the educational pattern of the public schools into three types of schools, each having four grades, known as the K-4-4-4 Plan. The first four grades would constitute a primary neighborhood school; the second, a 5th through 8th grade middle school; and the third, 9th through 12th grade, a 4-year senior high school. This would replace the pattern now usually followed of the elementary school K through 6; the junior high school 7 through 9; the senior high school 10 through 12.

NEW K-4-4-4 ORGANIZATION

It is recommended in both the curriculum and the Sites sections of this report that this new organization be tried out in several places in Philadelphia.

THE NEIGHBORHOOD PRIMARY SCHOOL

If coupled as recommended by the Curriculum Committee with an extension into prekindergarten education and with an after-school tutorial program, the years in the neighborhood lower school (grades 1-4) should provide the pupils of all backgrounds with the basic skills they need to progress steadily from the 5th through the 8th grade of the Middle School.

CONCEPT OF THE INTEGRATED MIDDLE SCHOOL

The Middle School, if the new divisions were followed, would draw from a large enough base to provide for a much greater degree of integrated school population. It would also have the best possible modern facilities including science and language laboratories, television aids and teaching machines, adequate libraries, music rooms and studios, as well as auditoriums, lunchrooms and large playing fields.

THE 4 YEAR SENIOR HIGH SCHOOL

It is believed that educational centers like these would provide the pupils with a tremendous impetus in development and would send them to the large integrated 4 year high school (9th through 12th grade) well trained and ready for steady achievement.

---

[1] Allen Report - Desegregating the Public Schools of New York City, May 12, 1964

This plan should, as the Sites Committee suggests, be tried out now in one or two districts as a basis for future programming along with other possible innovations such as the concept of the Educational Park.[1]

EDUCATIONAL BASIS OF K-4-4-4 PLAN

The great advantage of the K-4-4-4 Plan of organization is that it represents a fresh approach to some of the problems that are inherent in the effort of the public schools of the United States to educate all the children of all the people through the high school years irrespective of their background or basic academic ability. It permits concentration on basic skills when the child is young and impressionable. It allows the next four years to be one of exploration in techniques and course material with the added advantage of more integration and a more diversified student body. It allows a solid four years of high school work to prepare for college adequately or master a business or vocational skill.

The junior high school for some years has been the weakest part of the school organization in terms of procuring teachers and of preparing pupils for senior high school. By providing the type of junior high school facilities and departmental work and activities in the Middle School, the plus factors of the junior high organization are retained. Four full years at the senior high school level allow for better achievement in all subjects, particularly in language and science.

EFFECT ON POPULATION OF NEW TYPE SCHOOLS

The Nondiscrimination Committee is convinced that such a basic approach to educational needs, accompanied with fine new facilities and adequate staffs, will give Philadelphia the kinds of schools parents seek for their children. Such schools would be a major influence in stemming the flight to the suburbs and in attracting back to the city families wanting the best in education.

---

1. Sites Committee - Section II

IMPORTANT STEPS TO BE TAKEN NOW

The reorientation of the schools and the development of new activities to carry out the K-4-4-4 plan, if and when that is decided upon, will take at least ten years to accomplish. In the meantime, using the existing school plant, there are less complete but important steps that can be taken to increase the amount of integration in the Philadelphia Public Schools in furtherance of the policy of The Board of Public Education to foster integration.[1] These are spelled out in the recommendations of the Sites Subcommittee and affirmed by the general Nondiscrimination Committee. Besides the new uses of the school plant, there are the very sweeping recommendations in the Curriculum Report for improved education all along the line, and the recommendation of the Teacher Training and Personnel Committee for better recruitment and training of teachers, and for steady progress toward the complete integration of the professional staff. Throughout all the recommendations runs the need to improve the area of intergroup relations with specific courses for both pupils and teachers, and with continuous interpretation to the community of school policies on integration. The steps that have already been taken through Board and administrative action are very necessary first steps but they should be followed by a planned and sustained program of further integration that is understood by the community and in which the community leadership continues to have vigorous participation.

RECOMMENDATION FOR NEW ADMINISTRATIVE UNIT

In order to insure the success of such an integration program, the Nondiscrimination Committee further recommends a new administrative unit in the school system to plan, coordinate, and evaluate the integration program and act in a liaison capacity between the Superintendent and a Citizens Advisory Committee on Integration.

---

[1] June 1963 and January 1964.

The exact administrative structure to be adopted should be determined by The Board of Public Education on recommendation from the Superintendent of Schools. The Nondiscrimination Committee, however, would like, drawing from its own experience of the last 18 months, to make some explicit suggestions at this time concerning the responsibilities to be given such a unit, and the type and kind of Citizens Advisory Committee that should be appointed.

DIVISION OF INTEGRATION AND INTERGROUP RELATIONS

The new unit should be called the Division of Integration and Intergroup Relations. The responsibility of the division should be to coordinate the integration program in the central staff divisions of Curriculum, Buildings, Personnel, and Research and in the line organization of the school districts. The director of the division should have as his special responsibility the development of a program of intergroup activities both in the schools and in the community as it relates to the schools. He should have also the added specific responsibility for continuous interpretation of the Board's policies on integration to the community. He should have direct relationship with the Superintendent to allow unobstructed communication on the needs and progress of the integration program. In his liaison capacity between the Superintendent and the Citizens Advisory Committee the director would report to the Advisory Committee on the recommendations of the Superintendent and the administrative implementation of the program. He would also transmit recommendations from the Advisory Committee to the Superintendent. Thirdly, he would report to the Advisory Committee on the development of the intergroup relations activities and ask for help from the Committee in interpreting to the community any area of the division's work.

RECOMMENDATION FOR CITIZENS ADVISORY COMMITTEE ON INTEGRATION

The development of the advisory functions of the Special Committee on Nondiscrimination through the addition of members chosen from the community offers some guidelines for forming a Citizens Advisory Committee on Integration. The Nondiscrimination Committee, as it finally was constituted, and the form in which it operated, consisted of Board of Education members, staff resource members from the various administrative divisions, staff specifically assigned to the work of the committee, representatives from the teachers organizations, and community members - a total of approximately 100.

STRUCTURE OF CITIZENS ADVISORY COMMITTEE

The combination of Board Members, staff at various levels, and community members proved very beneficial to the work of the committee and should be retained for the new Citizens Advisory Committee. The size of the new Advisory Committee should be considerably smaller than the present Nondiscrimination Committee if it is to be conceived as a working committee. Both Board and community members should be appointed for a specific term, perhaps of three years. The terms should be staggered to allow for continuity of membership. It might be useful to convene a larger community group a few times a year to hear progress reports. The Advisory Committee should meet at least every two months during the school year at a stated time. The Board members serving on the Advisory Committee would also constitute a Committee of the Board on Integration.

MEMBERSHIP OF CITIZENS ADVISORY COMMITTEE-CROSS-SECTION OF COMMUNITY

The membership of the Citizens Advisory Committee should represent a cross-section of geographical, racial, and community leadership of Philadelphia so that understanding of the needs could be channeled quickly to many groups. This cross-section should include representatives of the business leadership of the city, of the educational leadership in the universities, of the parents through the Home and School Council, and of other citizen leadership organizations interested in quality education, integration, and intergroup relations. All the members of the Advisory Committee should be appointed by the President of The Board of Public Education after consultation with the Superintendent of Schools and the Director of the Division of Integration and Intergroup Relations. Once the Advisory Committee has been chosen and is functioning, it would be possible to have an internal nominating committee offering names for appointment of new members.

VALUE OF CITIZENS ADVISORY COMMITTEE An interested and informed Citizens Advisory Committee, able to report back to the community at various levels and to originate its own recommendations and refer them through the Superintendent to The Board of Public Education for consideration, will be able to win community support for the integration program with its attendant measures to improve education for all.

NEED FOR WIDER-BASED FINANCES The program of general educational improvement and integration in the schools of Philadelphia has already been started with such funds as were available. A comprehensive program can no longer be delayed. It will be very costly. Many of the immediately realizable recommendations in curriculum and administration can be accomplished with about an 8% increase in the present annual budget. The more sweeping changes in curriculum, school organization and capital building can not be estimated with any accuracy. The reduction in class size on a citywide basis which should be done as quickly as possible will alone need millions of dollars to provide the classrooms, the teachers and the textbooks and supplies. This means both a larger capital budget to provide the classrooms and a larger annual budget to provide the services. As each recommendation is considered by The Board of Public

Education, its cost and the way to finance it would be carefully examined. Obviously support beyond the local tax dollar will be needed, and local sources must be augmented by State and Federal funds. In this need for support beyond its local sources Philadelphia's educational situation is no different from that of New York and Chicago and other metropolitan areas. The time has come for the national government to accept its share of the responsibility for the health of its great cities, and the education and welfare of their children.

IMPORTANCE OF INTEGRATION IN NATION

The Nondiscrimination Committee believes that the program outlined in the recommendations of this report presents Philadelphia as well as The Board of Public Education with a great opportunity to improve the conditions under which the children of the City are educated both in regard to their mastery of basic skills and in regard to their experience of sharing studies and recreation with children of another race under the guidance of an integrated professional staff.

There is no greater task confronting the American people, nor one more closely related to our responsibilities as a Nation conceived in liberty and promising equality for all, than to teach our children to live in consonance with the national heritage.